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ABSTRACT

Despite unprecedented political and financial difficulties, the International Labour Organization's Director-General reported significant progress in all fields at the Fifty-seventh Session of the International Labour Conference, convened in Switzerland in 1972. An action research program in world employment problems is in progress, with a mission to Ceylon already completed and missions in Iran, Kenya, Latin America, and Asia under way. Labor standards were adopted to protect against industrial poisonings and occupational cancer. In addition, work has been done concerning paid educational leave, freedom of association, and collective bargaining. Operational activities have increased by 25 percent, including work with various aid-giving agencies and the United Nations Development Programme. The ten topical chapters of this report discuss: (1) Trade, Development, Cooperation, Employment and Labour, (2) World Employment Programme, (3) Development of Human Resources, (4) Conditions of Work and Life, (5) Social Institutions Development, (6) Human Rights and International Labor Standards, (7) Regional and Industrial Activities, (8) Technical Cooperation, (9) the International Institute for Labour Studies and International Centre for Advanced Technical and Vocational Training, and (10) a New Long-Term Plan. A policy statement and action taken on the conference resolutions are appended. (AG)

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ACTIVITIES OF THE ILO
1971

**Report of the Director-General (Part 2)
to the International Labour Conference,
Fifty-seventh Session, 1972**

INTERNATIONAL LABOUR OFFICE
GENEVA, 1972

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INTRODUCTION

Nineteen-seventy-one remained a year of abundant vitality, solid achievement and remarkable unity of purpose for the ILO.

Despite exceptional, and indeed unprecedented, political and financial difficulties, the ILO remained true to its trust.

There was significant progress in all its main fields of work.

The World Employment Programme is increasingly becoming a reality. There have been further comprehensive employment strategy missions. Such a mission to Ceylon successfully completed its work and its report has been submitted to the Government; similar missions are now at work in Iran and Kenya, and preparations for further such missions are in an advanced stage. The work of the regional employment teams for Latin America and Asia is becoming more practically effective. A broad and ambitious action-oriented research programme on world employment problems is now in progress.

There have been major developments in the standard-setting work of the ILO and important standards were adopted by the 56th (1971) Session of the International Labour Conference. The Workers' Representatives Convention and Recommendation are a major addition to the ILO standards concerning freedom of association and collective bargaining. The Benzene Convention and Recommendation are an important addition to the ILO standards concerning protection against industrial poisonings. Preparatory work for Conference action on the control and prevention of occupational cancer and on paid educational leave has now been completed.

The number of ratifications has risen, in comparison with the figures given in last year's Report, by 131 to reach 3,826; 59 per cent of the ratifications of Conventions now come from the developing world; they are an important contribution to raising labour standards throughout the world.

Operational activities under the United Nations Development Programme continued to expand; relations with other multilateral, and with a number of bilateral, aid-giving agencies were greatly strengthened. The scale of the ILO operational programmes increased by some 25 per cent in 1971.

Among major publications issued were Volume I of the new *Encyclopaedia of Occupational Health and Safety*.

The African Advisory Committee mapped out new paths of ILO action in Africa, and a highly successful Regional Conference was held in Asia.

The Joint Committee on the Public Service laid a solid foundation for a major departure in the work of the ILO.

Three Industrial Committee meetings proved the continued vitality and usefulness of ILO action for their respective industries.

An in-depth review of the ILO social security programme has been submitted to the Governing Body, and in-depth reviews of the conditions of work and workers' education programmes are in preparation.

A preliminary draft of a new long-term plan has been submitted to the Governing Body.

Although the absence of any payment from the Member of the Organisation assessed for 25 per cent of its budget represented a severe loss of income which made necessary major cutbacks of all the activities of the Organisation and resulted in the complete exhaustion of the Working Capital Fund, the ILO completed the year without recourse to borrowing or the incurment of debt. This result has been achieved only at a heavy cost of immediate effectiveness in tackling problems of immense urgency. There has been a severe loss of momentum as the result of the acute financial difficulties which continued throughout the period under review and which at the present time threaten to have still graver consequences, but these difficulties have not been allowed to destroy the sense and resoluteness of purpose of the ILO. It is unnecessary to elaborate further on these matters in the present Report, as the Conference will have before it, in the Finance Committee of Government Representatives, information concerning the financial situation.

The Governing Body has shown throughout a sustained determination that the ILO will remain loyal to its task of ensuring the right of " all human beings, irrespective of race, creed or sex, . . . to pursue both their material well-being and their spiritual development in conditions of freedom and dignity, of economic security and equal opportunity."

WILFRED JENKS

Geneva, 20 March 1972.

CHAPTER I

TRADE, DEVELOPMENT CO-OPERATION, EMPLOYMENT AND LABOUR

Problems of international trade and their effect on employment and living and working conditions figured prominently in the discussions at the 56th Session of the Conference in 1971. President Senghor of Senegal, in his address to the Conference, emphasised that the two problems of paramount importance in the developing world, which were " dialectically connected ", were: " world trade, the balance of which must be expressed in altogether new terms in order to limit the tormenting problem of the deterioration of the terms of trade; and productive employment for millions of young people leaving school or migrating from rural areas ". He called upon the ILO to propose decisive measures for the solution of these problems. In its Conclusions on the World Employment Programme, the Conference called for " the promotion of a rapid liberalisation of trade policies through the reduction or elimination of tariff and non-tariff barriers to imports into industrialised countries of goods produced in developing countries, with due regard to the stabilisation of commodity prices ". In a resolution which it adopted concerning relations between international trade and employment, the Conference called for a study on the relationship between the principles, standards and practices of international trade and the World Employment Programme, and requested that contacts be established with the appropriate organs and bodies of the United Nations and GATT " to ensure that full consideration is given to the effects on employment, wages and conditions of life in economic development and trade during the Second Development Decade when they establish and put into effect their own programmes ".

In response to these preoccupations expressed at the Conference, the Governing Body, at its 184th (November 1971) Session, had a full discussion of the ILO's role in respect of trade, aid, employment and labour. At its 185th (February-March 1972) Session the Governing Body adopted a policy statement to be transmitted to the Third United Nations Conference on Trade and Development concerning trade, development co-operation, employment and labour in the Second Development Decade.

The full text of this statement is found in Appendix I of the present Report. It recalls that the International Labour Organisation is pledged, under its Constitution, to full co-operation with all international bodies entrusted with a share of the responsibility for promoting the economic and social advancement of the less developed regions, assuring greater stability in world prices of primary products and promoting a high and steady volume of international trade. It affirms that, by reason of its tripartite organisation, its long tradition in dealing with social matters and its constitutional responsibility for examining international economic and financial measures from the point of view of their social effects, the ILO offers a suitable forum for studying, discussing and seeking solutions to important problems involved in the relationship between international trade, development co-operation, employment and labour.

The statement stresses that measures for the liberalisation of trade and international co-operation should not only appreciably raise the level of employment, but contribute to a fairer distribution of income and wealth, promote social justice and the efficiency of production, improve income security, extend and improve education, public health, nutrition, housing and social protection, and safeguard the environment. Though measures to liberalise trade may create short-term problems of displacement and market disruption, their longer-term effect may be beneficial to workers, employers and consumers in both exporting and importing countries, provided that they are integrated into co-ordinated policies for development and encourage full and productive employment.

The statement indicates practical measures to deal with the relationship between trade liberalisation and working and living conditions. It stresses that employers' and workers' organisations can and do in many cases play an important part in preparing and implementing development plans which must allow for changes in international trade in the developing and the developed countries; and that they could negotiate measures for the application of national and international policies and promote the implementation of such measures by all available means, including information and training for their members.

The statement reaffirms that the ILO will help to achieve the essential objectives of the International Development Strategy—the promotion of "a better and more effective system of international co-operation whereby the prevailing disparities in the world may be banished and prosperity secured for all". It recalls that the ILO is at present arranging, in co-operation with other international organisations, especially the UNCTAD, for the preparation of a number of studies in the field of the employment and labour implications of trade and development, the results of which will be submitted when appropriate to tripartite ILO meetings.

It specifies that the ILO will continue to support studies aiming at the development of such labour-intensive techniques as are not less productive than more capital-intensive techniques; that the ILO will give special attention to the implementation of its Employment Policy Convention and Recommendation, 1964 (No. 122), and of the resolution concerning social problems raised by multinational undertakings, adopted by the Conference at its 56th Session in 1971; that it will strengthen elements in the ILO's technical co-operation programmes that contribute directly to export promotion; and that it will make every effort in its educational activities to deal with questions of the relationship between trade on the one hand and employment and conditions of work and life on the other.

In the Governing Body, Government, Employer and Worker members, from advanced and developing countries alike, expressed broad agreement on the fundamental principles set forth in the policy statement, but a number of Governments and the Employer members did so subject to reservations which are set forth in a Note of Reservations appended to the policy statement.

All three groups agreed that the liberalisation of world trade would make a most important contribution to employment and the improvement of conditions of work and life throughout the world and that success in achievement of this end would require increases in production and productivity, a fairer distribution of the resultant wealth in all countries, the sharing of technical know-how and changes in the international division of labour. It was likewise agreed that such developments will inevitably involve stresses and difficulties, particularly when workers and employers are adversely affected by changes in the location and nature of economic activities resulting from new patterns of international trade. Since worldwide social and economic progress inevitably involves such changes, policies and strategies should be worked out in advanced and developing countries alike to facilitate adaptation to the new conditions, protect national economies from sudden disruption and alleviate the burdens falling on those most affected by the immediate impact of trade liberalisation.

On the proposal of the Workers' group, the Governing Body decided to consider at its November 1972 Session the establishment of a new procedure designed to promote the universal observance of fair labour standards, on the basis of international labour Conventions and Recommendations, with a view to ensuring that the benefits of trade liberalisation would find adequate reflection in improved living and working conditions.

CHAPTER II

WORLD EMPLOYMENT PROGRAMME

The progress of the World Employment Programme, which has been substantial, has been guided by the Conclusions adopted by the Conference in 1971, which called upon member States to make " vigorous efforts " to achieve the objective of raising substantially the level of employment, by applying the policies set out in the Employment Policy Convention and Recommendation, 1964 (No. 122), and in the International Development Strategy for the Second United Nations Development Decade, stressed the importance of effective participation of employers' and workers' organisations in the formulation and implementation of national employment policies, and called upon these organisations to " promote understanding and acceptance by their membership of the employment objective and of those policies for achieving it that are of particular concern to them ". The Conclusions envisaged further efforts to achieve a more precise formulation of the employment objective of the International Development Strategy; regular reviews, within the framework of the Second Development Decade, of progress in the field of employment; and a co-ordinated and concerted approach by the ILO and other organisations. They called upon the ILO to promote in member States and other organisations an awareness of the importance of the employment objective and of a comprehensive approach to employment planning; to conduct research to assist in finding solutions to practical problems of employment policy; to give high priority, in its technical co-operation programme, to assistance to governments in the adoption and implementation of employment policies; to evaluate the experience of each regional team, of comprehensive employment strategy missions and other new forms of technical co-operation in this field; and to devote attention to certain employment problems in industrialised countries.

Employment Strategy Missions

Colombia

The recommendations of the first comprehensive employment strategy mission, which visited Colombia in 1970, and of a meeting of

representatives of various agencies convened by the UNDP in January 1971 at the request of the Colombian Government to help it in carrying out a programme of action on the lines recommended by the mission, are reflected in the country programme for Colombia approved at the January 1972 Session of the Governing Council of the UNDP. The country programme includes projects for manpower planning and for the development of small-scale industries.

Ceylon

A second comprehensive employment strategy mission visited Ceylon in 1971 at the request of the Prime Minister of that country. Like the Colombian mission, it was organised on a multidisciplinary basis, and benefited from the collaboration of a number of other international organisations. It was financed by the UNDP as part of the larger regional employment project for Asia which was formally approved by the UNDP Governing Council in January 1971.

The mission established contact and obtained the advice not only of the various government agencies concerned but also of the Ceylonese employers' and workers' organisations. It paid particular attention to preparing not only a long-term strategy designed to solve the unemployment problem by 1985 but also an immediate programme to reduce its magnitude in the short term. Faced with a situation characterised by severe over-all and structural imbalances—due in particular to the rapid growth of the labour force, the steady deterioration of the terms of trade, expansion of the formal education system far exceeding the capacity of the economy to absorb school-leavers and graduates into the kinds of jobs to which they aspire—the mission suggested various measures to stimulate a more rapid growth of employment in each of the main sectors of the economy. These included measures to promote the choice of labour-intensive techniques wherever economically possible, the launching of a large-scale rural works programme complementing land reform, the reorganisation of the educational system, the establishment of a national youth service, and the formulation of an incomes and price policy compatible with the need both for stepping up employment-creating investment and for enabling increases in consumption, particularly for the poorest sections of the population.

The Director-General transmitted the report of the mission to the Prime Minister of Ceylon on 18 August. In his letter of transmittal the Director-General stressed the fact that the report was that of an inter-agency mission and was put forward on the responsibility of the Chief of Mission, Professor Dudley Seers. Neither the Governing Body nor the

Director-General were to be regarded as having accepted or endorsed the report at this stage. The Director-General emphasised that the essential purpose of the report was to serve as the basis for further national discussion of the questions it raised, and requested that consideration be given to associating the employers' and workers' organisations of Ceylon in the examination of the recommendations put forward by the mission. The report was published in printed form in November 1971.[1]

The Government is now considering the further action to be taken on the recommendations contained in the report and is contemplating the holding of a national seminar to discuss it. The Government's Five-Year Plan, 1972-1976, which appeared shortly before the report was published, contains some striking analogies with the report, particularly in the emphasis it lays on measures for land reform, educational reform, the promotion of labour-intensive techniques and small-scale industries, and reforms in the wage structure. There are encouraging prospects that these emphases will be reflected in programmes of technical co-operation with Ceylon.

Iran and Kenya

At the request of the Prime Minister of Iran and the President of Kenya, comprehensive employment strategy missions to those countries have been undertaken. Like the preceding missions to Colombia and Ceylon, these are inter-disciplinary in nature, are financed by the UNDP, and are being carried out in collaboration with several international agencies.

A first group of experts, headed by Mr. Etienne Hirsch, former Chief of the French Planning Commission, arrived in Iran in November 1971 and is now completing its work. A major purpose of the mission is to help the Iranian authorities in the preparation of the next development plan, so that the policies and programmes adopted may further a more rapid growth of employment opportunities in all sectors of the economy. The report of the mission will be transmitted to the government in the coming months.

The mission to Kenya has started its work, following preparatory work in Nairobi by members of the mission in the early months of this year. Its objectives will be to examine the unemployment situation in

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[1] ILO: *Matching Employment Opportunities and Expectations: A Programme of Action for Ceylon* (Geneva, 1971). An article by the Chief of the Mission, indicating some lessons to be drawn from the mission, has been published in the *International Labour Review:* Dudley Seers: "New Light on Structural Unemployment: Lessons of a Mission to Ceylon" (Geneva, ILO), Vol. 105, No. 2, Feb. 1972, pp. 99-108.

Kenya, to establish feasible employment targets, to define the means of attaining them and to set out programmes and policies to soften the burden of being unemployed.

Other Employment Missions

Requests for advice on employment policy were received from a number of African countries, and missions financed by the UNDP were sent to Liberia and Madagascar in 1971. These were different in scope from the comprehensive employment strategy missions mentioned above; although to the extent possible the missions will formulate suggestions regarding policies that should be pursued to promote fuller employment, their main objective was to identify and define a longer-term technical co-operation programme to elaborate those policies and translate them into concrete programmes.

The reports of these missions will shortly be transmitted to the governments, which are already making arrangements for follow-up action. In particular, the draft country programme for Madagascar is likely to include a substantial component of assistance in the field of human resources.

Regional Employment Promotion Teams

Latin America

The regional employment promotion team for Latin America completed four in-depth case studies on the employment situation and policies of Costa Rica, Chile, Jamaica and Peru. The findings of the report on Peru were submitted in August 1971 to a meeting attended by officials of the principal ministries concerned (Planning, Labour, Agriculture and Education) and of the ILO experts currently assisting the Government of Peru in the field of human resources planning. These reports include a diagnosis of the employment situation in the countries concerned and a series of practical conclusions and recommendations on the measures to be taken to raise levels of employment. The recommendations made concern aspects of general economic policy—particularly investment, fiscal and trade policies—which have a bearing on employment, as well as specific instruments of employment policy, such as employment statistics, machinery for inter-departmental co-ordination, strengthening of the appropriate services of ministries of labour and planning institutes. These recommendations have also aimed at strengthening or reorienting existing technical co-operation projects (as was

the case in Peru) and, in the case of Costa Rica, have resulted in the elaboration of a new technical co-operation project.

Negotiations have been under way to secure UNDP financing of the regional team as from 1972, and a request for UNDP support has been drawn up, including a detailed programme of work reflecting the needs of the countries of the region.

Asia

The Asian regional employment promotion team helped to prepare, and participate in, the employment strategy mission to Ceylon. Assistance was also provided in determining manpower and employment aspects of the development of the Mekong Basin.

The Chief of the team visited the Philippines to arrange future co-operation, and a similar visit to Indonesia is due to take place shortly.

The financing of the team has now been taken over by the UNDP. An advisory technical meeting was held in Bangkok in January 1972, attended by representatives of the countries participating in the project and of the international agencies associated in its implementation (United Nations, ILO, FAO, UNESCO and UNIDO) as well as the UNDP. In the course of this meeting the Plan of Operations for the project was signed by most of the countries participating in the project and by the UNDP, and a programme of work was drawn up; it includes advisory services to countries of the region, the training of national staff, research and exchange of information.

Africa

Plans are being drawn up for regional activities in Africa in implementation of the Jobs and Skills Programme for Africa adopted by the Third African Regional Conference (Accra, 1969).

In May 1971, thanks to a generous grant from the Danish International Development Agency (DANIDA), a second meeting on employment policies was held at Kericho (Kenya). Twenty-one high-level officials from the ministries responsible for planning, education and training, agriculture and labour from the Governments of six English-speaking African countries (Ethiopia, Ghana, Kenya, Nigeria, Tanzania and Uganda) participated in the discussions on the impact on employment of labour market policies, rural development, the choice of appropriate technologies, educational policies and external economic policies. The meeting was chaired by Professor T. Kristensen, former Secretary-General of the OECD.

Assistance to Governments in Promoting Employment Growth in Specific Sectors

In Nigeria a pilot project for rural employment promotion with which the FAO is associated terminated its first phase with the visit of an inter-agency evaluation mission at the beginning of 1971. This mission concluded that the approach towards an inter-disciplinary programme of action to diversify and expand employment opportunities in the pilot area was sound and that the momentum already gained in various action programmes in the agricultural and non-agricultural fields should be maintained and strengthened. The Government has prepared, with the assistance of the team, a request for a second-phase project over a period of three years. Emphasis in this phase will be placed not only on consolidating and expanding the progress already made but also on increasing efforts to apply the experience acquired so far in other rural areas so as to achieve the widest possible distribution of the benefits realised by this project.

In Jamaica a comprehensive national youth service project started operations at the beginning of 1971. The United Nations, the FAO and UNESCO are participating in this seven-expert project, the major purpose of which is to train out-of-school unemployed youth for productive employment by upgrading and expanding the existing system of youth camps. The project also has the broader objective of assisting the National Youth Development Agency to ascertain the over-all needs of youth in Jamaica, to develop an effective youth service policy and to bring about better co-ordination of the various youth programmes at present in operation.

In Thailand the Small Industry Institute, the first phase of which is nearing completion, is moving into a second-phase project which includes among other things the establishment of an extension centre in the Northern Province to develop the small industries and handicraft sector in this largely rural area. In view of a certain reorientation of the objectives of the project, the UNIDO will be associated with its execution.

The Department of Small Industries in Chile, which has been strengthened within the framework of the national Technical Co-operation Service, has received assistance from the ILO under the UNDP. A follow-up project is now under preparation, in which the development of appropriate technologies for small industries will be the main objective.

In Morocco a long-term handicraft development project was terminated. The purpose of the project was to establish a National Leather and Textile Institute to assist the Government in modernising leather and textile handicraft activities within the framework of its development

plans. This was achieved by the training of instructors and of technical management personnel and other qualified personnel, both in the public and private sector, by the improvement of craft production and by better integration of handicrafts in the economy. The project became the main supplier of technical and management personnel for the rapidly expanding textile industry. Donations of equipment from the private sector and bilateral sources have contributed to the success of the project.

An Inter-African seminar on the development of handicrafts was held in Fez from 6 to 11 December 1971. The seminar, which was attended by participants from African countries, and was conducted in French, provided an opportunity for an exchange of experiences over the last decade in the development of handicrafts and for an exchange of views on balanced progress in the handicrafts sector for the future. The seminar formulated a series of specific proposals for action by the governments of the region. The most basic of these was that development of the handicrafts sector should receive a much higher priority than is at present usual and that the salaries paid to the staff in charge of handicraft development should be such as to attract sufficiently well-qualified persons into this field. Other recommendations included: giving priority in government purchasing policy to products of the handicraft sector; organisation of sub-contracting exchanges; provisions for special credit terms and institutions; and organisation of common facilities and common purchasing schemes. The seminar also considered problems of export promotion and regional co-operation in handicrafts. It suggested joint training centres for designers and national staff and joint promotional schemes such as emporia in the metropolitan centres of some of the developed countries. The seminar suggested that the ILO establish a permanent advisory committee on handicrafts.

Research

A meeting of directors of research institutes from a wide range of member countries was held in Geneva from 13 to 16 December 1971. Its purpose was to review the continuing research activities at the ILO and those undertaken by the institutes and individuals invited; to discuss future research priorities relevant to the World Employment Programme; and to arrive at conclusions concerning the possibilities of collaboration and division of labour on research in the employment field. The meeting revealed that there were a number of topics of common interest in which collaboration was possible and was helpful to the Office for the review of the priority areas in its own research. Among the priority areas of common interest warranting close collaboration the meeting stressed

the following: education and employment; employment market policies, including wage determination and structures; income distribution and employment; trade policies and the international division of labour; population and employment; choice of technology and employment; capacity utilisation.

Two Employment Research Papers [1] and a volume reproducing a number of articles on employment which appeared recently in the *International Labour Review* were published.[2] A series of monographs and articles on agrarian reform and employment in developing countries was completed and published in book form.[3] A large number of articles on rural employment, manpower assessment and planning in developing countries, on employment problems and policies in Africa and on subcontracting, industrialisation and employment creation were published in the *International Labour Review* in 1971 and the early months of 1972.

Research is under way concerning employment in the tertiary sector (trade, transport and services), which in most developing countries represents much more than one-half of total non-agricultural employment. The purpose of this study, which is expected to be completed during the first half of 1972, is to find out whether and how employment in this sector could rise even further, with due regard to productivity and incomes. Within the framework of this project, a case study on technology and employment in commerce in Peru was completed.

Work is also proceeding on a manual, based on field studies, on the organisation of labour-intensive public works, in particular road construction; the problems of rural-urban migration, their causes and possible remedial action; the relationship between education and employment, with a view, in particular, to finding ways of eliminating the causes of "educated unemployment"; possibilities of expanding industrial employment, with particular reference to the choice of industries to be developed (having regard to their capital and labour intensities) and to the choice of products and techniques; the employment effects of the Green Revolution; and the problems of urban unemployment and policies and measures that could remedy it.

These activities are designed to provide maximum support to operational activities in the field of employment and manpower planning.

This research programme has been made possible by the active co-operation of other United Nations agencies and academic research

[1] ILO: *Problems of Employment Promotion in Pakistan* (Geneva, 1971) (mimeographed); and idem: *Concepts of Labour Force Underutilisation* (Geneva, 1971) (mimeographed).

[2] Idem: *Essays on Employment*, selected and introduced by Walter Galenson (Geneva, 1971).

[3] Idem: *Agrarian Reform and Employment* (Geneva, 1971).

institutes and the support of outside sources of financing. The studies of education and employment, and of the employment effects of the Green Revolution, are being undertaken in co-operation with UNESCO and the FAO respectively; the project on rural-urban migration has been subcontracted to the Institute of Development Studies, University of Sussex, which has under way a substantial programme of research on various aspects of rural and village development and is, therefore, well equipped to survey the exodus from rural areas. The Danish International Development Agency (DANIDA) is financing the project on education and employment; a grant from the Swedish International Development Agency (SIDA) has made it possible to initiate work in the field of labour-intensive public works, in which the UNDP has also indicated its interest.

In addition the United Nations Fund for Population Activities (UNFPA) has agreed to finance in 1972 and 1973 a large-scale research and action programme on population and employment. This project, which will involve expenditure of over $1 million over the two years, aims to identify the relationship between population growth and employment and to stimulate the adoption of appropriate policies. Policy and action-oriented studies will be prepared on the way in which population growth has affected the employment situation in selected countries, and is likely to affect it in the future under various assumptions concerning future trends in fertility and other variables.

CHAPTER III

DEVELOPMENT OF HUMAN RESOURCES

Work aimed at the development of vocational and managerial skills, which is of key importance for attaining the goals of the World Employment Programme, has continued to be a major emphasis in the ILO's operational activities.

Vocational Training

There has been a substantial increase in the volume of technical co-operation in this field, particularly in African countries, together with a substantial growth in the number of joint UNDP/ILO project evaluation missions. At the beginning of 1972 technical co-operation in the field of vocational training comprised a total of 163 projects approved and/or operational, including 75 large-scale (previously Special Fund) UNDP-financed projects, compared with 144 (68 large-scale) one year previously. A significant trend in these activities has been a greater emphasis on in-plant vocational training, a form of training which is frequently more effective and less costly than institutional training and in respect of which serious efforts have been made to improve the quality of the assistance provided.

In Zaire the first phase of a project to establish the National Vocational Training Institute was completed in June 1971. The Institute has helped the Government to establish central and regional control of the training and development of personnel for public and private undertakings in the country. Approximately 6,000 persons have been trained by the Institute to date, including instructors, supervisors, skilled workers and training staff, coming from 165 undertakings. Following the recommendation of a joint ILO/UNDP evaluation mission in May 1970, the project entered a second phase in June 1971. The main purpose will be the establishment of a decentralised branch of the Institute in the province of Katanga.

In Botswana the first phase of a UNDP-financed project for the establishment of a national vocational training scheme was approaching completion. The Swedish International Development Agency (SIDA) had been associated with the original project, the objective of which

was to establish the framework of the scheme itself and a training scheme for craft instructors. The second phase provides for the establishment of a pilot training centre for craftsmen in Francistown: SIDA has agreed to finance the construction of the buildings for this centre.

In Iraq a UNDP/ILO mission found that a project to prepare for the establishment of a national industrial vocational training programme had substantially accomplished its objectives, and recommended a second-phase project of three years' duration for the establishment of further elements of the programme, including central policy-making and co-ordinating bodies and a vocational training centre, principally for instructor training. UNDP inputs for this phase, approved in January 1972, will amount to US$ 953,730.

The specific needs of countries in the Caribbean area were the subject of a series of fact-finding missions during 1971. Activities suited to the requirements of the countries concerned have been undertaken in Surinam, the Cayman Islands, Cuba and Montserrat, and recommendations have been made regarding assistance to other islands of the area.

In pursuance of earlier agreements with UNESCO work was completed on an ILO chapter for a joint UNESCO/ILO manual on technical and vocational teacher education and training, a study on upgrading of skilled workers to technician level, and a study of the functions and further training of technicians and specialists. The ILO is also participating in the preparation of the 34th International Conference on Education (1973), the main theme of which is the relationship between education, training and employment, with particular reference to secondary education, its aims, structure and content.

Assistance was given to UNIDO in the preparation of a comprehensive paper on the role of the United Nations in the training of national technical staff for accelerated industrialisation of the developing countries.

During the period, six issues of *CIRF Abstracts* and two double issues of the bulletin *Training for Progress* were published.

Inter-American Vocational Training Research and Documentation Centre (CINTERFOR)

An extraordinary meeting of the Technical Committee of CINTERFOR was held in Montevideo (23-24 September 1971) to discuss the difficult financial situation of CINTERFOR. The host country—Uruguay—had shortly before the meeting paid all its outstanding contributions, and during the meeting it promised to increase its annual contributions from 1972 onwards. Most of the voluntary contributors also promised increases in their contributions.

Projects carried out by CINTERFOR in 1971 included a technical meeting on the hotel industry, held in Águas de São Pedro (Brazil) in March 1971 and attended by specialists in vocational training in the industry; a seminar held in Rio de Janeiro in May 1971 on vocational training in services and commerce, held prior to the Ninth Meeting of the Technical Committee and attended by directors of national institutions in the region; and a technical meeting held in Montevideo in July 1971 to review experience gained by institutions in the systematic evaluation of vocational training, at which papers submitted by eleven institutions were examined.

A project of special interest for vocational training in Latin America is also under way, namely the preparation of standard teaching materials for machine-shop work. Following the conclusion at the meetings in Montevideo (1968) and Caracas (1969) of agreements on standards, work had been undertaken in 1970 on drawing up basic training materials for fitter-machinists, lathe-operators and milling-machine operators. In 1971 two working parties met, one in Santiago to draw up teaching materials for motor mechanics, the other in Buenos Aires to prepare materials for precision-grinding-machine operators, welders and heat treaters.

Vocational Rehabilitation of the Disabled

During the year, more than twenty countries received ILO expert assistance. In the main the assistance provided was directed towards the organisation and establishment of vocational rehabilitation centres and sheltered workshop facilities for the disabled and the training of specialised staff. Through the efforts of regional vocational rehabilitation experts, one in Central America and another in the Middle East region, the economic and social value of rehabilitating disabled persons is receiving wider recognition and many countries have included a vocational rehabilitation component in their long-term development plans. Projects in Colombia, Kenya, Thailand and the Republic of Viet-Nam continued to expand integrated programmes of rehabilitation, including services for disabled persons in rural areas.

Increasing attention was given during the year to the vocational rehabilitation problems of three specific groups of disabled persons—drug addicts, the mentally handicapped and the blind. At an Ad Hoc Inter-Agency Meeting on Narcotics Questions (Geneva, 14-16 July 1971) the ILO's role concerning vocational rehabilitation of addicts was defined and the groundwork laid for inter-agency action on this pressing problem; in October 1971 the ILO organised, in co-operation with the Government of Denmark, an inter-regional seminar on vocational

rehabilitation of the mentally handicapped for the purpose of enabling participants from developing countries to make a thorough study of the subject; and the ILO assisted the World Council for the Welfare of the Blind in undertaking a study into the employment opportunities for blind persons.

Work continued on a comprehensive study on legislation relating to, and the organisation and administration of, rehabilitation services for the disabled on a world-wide basis, in co-operation with the United Nations and the WHO.

Management Development

Several large-scale management development projects were completed in 1971, while important phases of the implementation of others were also completed. The projects completed included the Israel Small Industry Advisory Service, the National Management Development Centre of the People's Republic of Hungary, the Venezuelan Productivity Centre and the Management Training Centre for Engineers and Economists in Bulgaria. During the years of ILO assistance, these centres have made available training and other facilities to impressive numbers of participants. In the Israel Centre no less than 3,400 persons benefited from training provided during the period of international assistance; in Hungary 1,450 top-level managers attended courses at the management development centre; in Venezuela 4,700 participants attended courses and seminars organised by the Productivity Centre; and in Bulgaria 8,500 participants attended courses in different subject areas, a computer unit was established and a large number of in-plant consultancy assignments were carried out. These centres are now firmly established, viable institutions, endowed with competent national staff and in a position to play a significant role in the development of their respective countries.

In Tanzania a project to assist the Government in establishing a National Institute for Productivity in Dar es Salaam was also completed. By the end of 1970 over 200 courses and seminars with about 4,000 participants had been held at the Institute. An annual evaluation system of the training programme was instituted in 1965 and was in effect at the end of the project. Over 600 brochures, manuals and training materials were prepared for the courses and are available to national consultants; 348 consultancy assignments were undertaken in management accountancy, production management, marketing and sales and supervisory training.

A project in Kampala, Uganda, provided a viable institution in the form of the Management Training and Advisory Centre. As part of its training activities, 177 courses were provided for 2,626 participants. A particular feature of this project was the introduction of motivation training, sponsored by the Centre and funded by commerce and industry; this provided a further 19 courses for 271 participants. The advisory services of the Centre undertook 481 assignments in management development and 716 in small-undertaking development. The Centre was responsible for promoting the Uganda Institute of Management, the Metal Workers' Association, the Woodworkers' Association, four woodworking and building contractors' co-operatives and the automotive repairers' co-operatives.

In Algeria a multidisciplinary approach was used in the preparation of the second phase of a technical co-operation project in management and management development, in which the ILO and the UNIDO will collaborate. A programme of action was developed with the assistance of special external consultants and of a UNIDO project manager. Closely co-ordinated with the national development plan for the industrial sector, the project covers a number of areas affecting the quality of management in industry, viz. management education and further training, consultancy and training of consultants, research and information services, pre-investment studies, regional industrial development with emphasis on small industries development, and the development of training systems and departments within undertakings.

In Cyprus a joint management development and vocational training project, under which the ILO assisted the Government in setting up the Cyprus Productivity Centre, entered upon a new phase of its work. It was designed to increase productivity, upgrade the skills of managers, supervisors and workers, train national counterparts, develop the Centre as a financially self-supporting institution, and establish the administrative machinery for the supervision and co-ordination of all industrial training activities in the island. Training and consultancy and advisory services have played an important part in the activities of the Centre. Over 4,000 persons have attended courses and some 250 consultancy and advisory assignments have been carried out. The Centre, which works closely with employers' and workers' organisations, has been firmly established and is staffed by national specialists. It is now being developed in the fields of small-scale industry, systems analysis and management information systems.

In Jamaica a project also entered upon a new phase. The project had involved assistance in setting up the Jamaica Productivity Centre and concentrated on training, consultancy services (including surveys and

feasibility studies), technical services and research, and promotion and development of handicrafts. Special attention was paid to industrial engineering, supervisory management, marketing and industrial accounting. Almost 4,000 persons participated in courses and seminars dealing with these subjects. More than 200 consultancy assignments and surveys were carried out and competent national staff were trained to staff the Centre, which is working also in association with UNIDO experts. Further development of the Centre by expanding management consultancy services and broadening the range of management training courses and seminars is now planned as part of a further phase of the project, to be financed by the UNDP.

In Czechoslovakia the ILO organised during 1971 three series of seminars, financed from UNDP/TA funds, on management subjects. The subjects covered included management by objectives, modern methods of decision-making, and computer-based management information systems. The objective of the seminars was to provide senior managers and academicians with the opportunity to exchange ideas with visiting speakers. The ILO was responsible for the design of each seminar, the prospection and recruitment of speakers and the co-direction of the seminars themselves. Each series of seminars was attended by approximately fifty to seventy invited participants, drawn from managers of undertakings and from professors and members of technical institutes. The ILO is indebted to such well-known firms as Colt International, Ford Motor Company and British European Airways, which provided senior managers to act as speakers at the seminar.

Efforts have been made in the past year to identify new needs and methods in the field of management development. A survey was conducted on the needs for assistance in the fields of marketing and distribution, which has shown the need for a large amount of assistance to modernise distribution systems. Exploratory work has been undertaken on the development of advanced management techniques, and this will enable the ILO to provide assistance in management by objectives.

Work has been proceeding in the past year on the definition of a new and broader approach to the ILO's activities in the field of human resources development. The new long-term plan which is now before the Governing Body proposes activities for management and vocational training which are designed, on the one hand, to contribute to the maximum extent possible to the attainment of the objectives of the World Employment Programme; and, on the other, to promote the concept of education and training as a life-long process which makes it possible to bring about greater satisfaction and self-fulfilment at work and in the community at large. The Plan accordingly proposes that the

ILO should in future focus more attention on identifying and developing the abilities, interests, talents, aspirations, attitudes and motivation of the individual, in addition to enhancing the contribution that he can make to growth and development.

CHAPTER IV

CONDITIONS OF WORK AND LIFE

Occupational Safety and Health

A Meeting of Experts on Control and Prevention of Occupational Cancer, held in January 1972, made recommendations for preventive action, distinguishing between substances for which substitute products should be sought and the production and use of which should be subject to licensing by a competent authority and substances for which special preventive and protective measures are necessary. The recommendations of the Meeting, which have been accepted by the Governing Body, provide that the ILO should take positive action to contribute to more widespread knowledge, particularly in industry, of the problems related to the prevention of occupational cancer; governments and industries should be furnished with detailed descriptions of methods of control and prevention; these should apply to technical and industrial hygiene measures as well as to medical measures; the ILO should prepare a code of practice or manuals on the subject; these publications should take advantage of the important work already carried out by the International Agency for Research on Cancer. The conclusions of the experts will help prepare the way for the first discussion of international standards for the control and prevention of occupational cancer by the International Labour Conference at its 58th Session in 1973.

The Benzene Convention (No. 136) and Recommendation (No. 144) adopted by the Conference at its 1971 Session are now before governments for consideration. Their adoption constitutes an important step forward in the protection of workers against one of the most harmful substances in use in industry today. The Convention provides that, wherever harmless or less harmful substitute products are available, they shall be used instead of benzene, except in certain specified cases; that the use of benzene and products containing benzene shall be prohibited in certain work processes to be determined by national laws and regulations; and that occupational hygiene and technical measures shall be taken to ensure the protection of workers exposed to benzene. It also provides that pregnant women, nursing mothers and young persons shall

not be employed in work involving exposure to benzene. The Recommendation contains supplementary provisions including restrictions on the use of benzene, technical and medical prevention measures and the education of workers in these matters.

Work continued on the control and prevention of dust diseases. In particular, the Fourth International Conference on Pneumoconiosis was held in Bucharest from 27 September to 2 October on the invitation of the Romanian Ministry of Labour. Some 900 specialists from 43 countries, including doctors, technicians, representatives of employers' and workers' circles and officials of government services, participated in this meeting. Special attention was given to asbestosis, byssinosis and other lung diseases, such as those due to enzymes, among workers engaged in the production of detergents. A working group drew up a new definition of pneumoconioses which takes account of the effects of new technology on workers' health. Another working group included asbestosis in the International Classification of Radiographs of Pneumoconiosis.

A three-week Inter-regional Seminar and Study Tour on Air Pollution in the Working Environment was organised in the Union of Soviet Socialist Republics in collaboration with the Soviet Ministry of Public Health and the State Labour and Wages Committee. Twenty-one participants from Asia and the Middle East took part in the Seminar. Technical lectures were given, papers were discussed and visits made to a number of health institutions and industrial establishments in the Union of Soviet Socialist Republics.

An international symposium on safety and health in shipbuilding and ship repairing was held in Helsinki from 30 August to 2 September under the auspices of the ILO, the Government of Finland, the Finnish employers' and workers' organisations and various technical institutions in Finland. Some 200 specialists took part in the meeting. About forty scientific or technical papers were discussed. In particular, the potential health hazards of insulation work with asbestos-containing materials were discussed, as well as the possibilities of improving working conditions through the application of ergonomics in shipbuilding operations. A draft ILO Code of Practice on Safety and Health in Shipbuilding and Ship Repairing was examined on this occasion.

During the year, some thirty experts served in technical co-operation projects relating to occupational safety and health and twenty-six fellowships were in various stages of implementation.

The Occupational Safety and Health Institute at Heliopolis, in Egypt, made further progress. The purpose of this project, which is financed by the UNDP, is to assist the Government in strengthening national services for the prevention of occupational accidents and diseases, as a means of

increasing the welfare of workers and contributing to making work more productive and rewarding. In the course of the year, eight ILO-appointed engineers and doctors served in the project. Activities were concentrated on research into difficult local problems, training of specialised staff for the Institute and industry at large and rendering direct assistance to undertakings in introducing safety and health measures. Progress was made in the establishment of laboratories concerned with the study and design of safety equipment for both personnel and machinery, the assessment of working environments and their effect on workers and the in-depth training of technical and medical personnel in the use of scientific equipment and the application of modern methods of prevention. With the greatly increased facilities made available by the national authorities the project should be completed on schedule (September 1972).

The first volume of the *Encyclopaedia of Occupational Health and Safety* was published in English; some 6,000 copies have already been sold or ordered.

Following the in-depth review of the occupational safety and health programme which the Governing Body undertook in 1970, an ad hoc meeting is to be held shortly to examine the programme in the light of the conclusions reached by the Governing Body, to determine the main lines of future ILO action in this field, to select the technical subjects and methods of action which would enable ILO action to have maximum impact and to establish priorities.

International Occupational Safety and Health Information Centre (CIS)

The Advisory Committee of the International Occupational Safety and Health Information Centre (CIS) met in Geneva on 21 and 22 October 1971. It was attended by representatives of the CIS national centres in France, the Federal Republic of Germany, Italy, Romania, Spain and the United States. The Committee agreed that special measures should be taken to meet the financial difficulties with which the Centre is faced. It recommended that subscription rates should be increased by 15 per cent as from 1 January 1972 in all countries and that the differential rates applicable until then should be maintained. It further recommended that the 10 per cent commission granted to the National Centres should be waived. There was unanimous agreement that CIS services, and particularly the *CIS Abstracts*, should be maintained.

In 1971 the Centre received or produced 2,653 abstracts (3,292 in 1970) and published 2,160 abstract cards (2,130 in 1970) in English, French and German, bringing the total number of cards published since the CIS was

set up in 1960 to 24,973. The national centres of Italy and the Union of Soviet Socialist Republics provide a similar service in Italian and Russian.

The *Occupational Safety and Health Abstracts* bulletin continued to appear monthly in English, French and German. In accordance with an agreement concluded in 1962 with the French National Research and Safety Institute, 4,500 copies of the bulletin were distributed in France under the joint sponsorship of the Institute and the CIS. The national centres of Spain, Romania and the Union of Soviet Socialist Republics published Spanish, Romanian and Russian editions of the bulletin.

Social Security

At its 185th (February-March 1972) Session the Governing Body began an in-depth review of the ILO's social security programme which it will continue at its next session. The object of this review is to determine —in the light of the ILO's past activities, their influence and impact on national legislations and practices, and the problems faced by both advanced and developing countries today—the areas on which the ILO should concentrate its efforts in the years to come. Particular attention is being paid to the provisions of the resolution adopted by the Conference in 1971 concerning the future activities of the ILO in the field of social security. Among the areas of future ILO concern under consideration by the Governing Body are: the contribution of social security to over-all development objectives; the impact of social security on the economy; the promotion and improvement of social security protection of migrant workers; the promotion of medical care schemes under social security programmes, the co-ordination of social security and other health and welfare programmes and the role of social security institutions in moderating population growth; social security and technological change; and the provision of social security training and improvement of social security administration.

At the request of the Commission of the European Communities a study was prepared by the ILO to serve as a basis for negotiations between the Communities and the four applicant countries (Denmark, Ireland, Norway and the United Kingdom) concerning social security regulations for migrant workers. The Office study, which was transmitted to the Commission in the summer of 1971, analyses the social security provisions for migrant workers in force in the four countries and the main technical problems that would arise from their participation in the system of co-ordination provided for in the Treaty of Rome and in the existing regulations of the Communities.

The Social Development Commission of the United Nations Economic and Social Council, which met in March 1971, considered in particular the role of social security in development. It stressed the importance of social security as an instrument for attaining the objectives of the Second Development Decade and asked the ILO, which has primary responsibility within the United Nations family for dealing with social security matters, to pursue its work and undertake more experimentation and research, especially in developing countries.

A round-table meeting to study the relationship between employment policy, unemployment and social security was held in Mexico City from 6 to 11 December 1971 jointly with the Inter-American Committee on Social Security and with the collaboration of the International Social Security Association (ISSA). Representatives of employers and workers, as well as officials of the Organisation of American States and the United Nations Economic Commission for Latin America, attended the meeting. The Office prepared and published a report for discussion by the meeting, which dealt with problems concerning employment, unemployment and benefits for unemployed workers in Latin America.

The meeting adopted a final report stressing the desirability of an early overhaul of the provisions which are now contained in the labour legislation of many Latin American countries dealing with employers' liability for severance pay, service indemnities and related cash payments upon the termination of the contract of employment, in order to establish a better relationship between these benefits and social security payments such as unemployment benefit, old-age and disability pensions. It further suggested that it would be desirable to replace the individual employer's liability with systems based on a pooling of risks among various employers. The meeting endorsed the view that ratification of the Employment Services Convention, 1948 (No. 88), and the implementation of the international labour Recommendations dealing with employment services and vocational training would help to create the conditions appropriate to the development of unemployment benefit schemes. Finally, the meeting stressed that employment opportunities would be enhanced by withdrawal from the labour force of aged workers but that this would only be possible if adequate income security (old-age pensions) were assured to the aged, together with a systematic adjustment of old-age benefits to the fluctuations in the cost of living.

Technical co-operation provided in the field of social security in 1971 reflected the growing importance of ILO assistance in organising, extending and co-ordinating systems of medical care. Thus in the Lebanon an ILO expert assisted in the introduction of a new scheme of sickness and maternity benefits, in Morocco advice was given concerning planning of

a medical care scheme under social security for workers and their families, and in Costa Rica and El Salvador ILO expert services dealt with the co-ordination or extension of existing health insurance schemes.

Other technical co-operation projects completed in the period under review were of a considerable variety, reflecting different needs for social security development in different countries. For example, in Cyprus the assistance provided aimed at the consolidation of social security enactments introducing a system of earnings-related pensions and incorporating provisions concerning pneumoconiosis in social security legislation. Proposals for the introduction of a comprehensive social security scheme were made by ILO experts to Antigua, the Bahamas and St. Kitts. Technical advice was provided to Tanzania in order to reorganise various pension schemes for employees in the public sector, and to Tunisia in order to estimate the cost of a proposed pension insurance scheme for workers. In Turkey an ILO expert was urgently requested to assist in the overhaul of the financial organisation of the social security scheme. Actuarial advice was also made available to Barbados, Ghana, Jamaica and Libya.

International Social Security Association (ISSA)

The ILO continued its support to the International Social Security Association (ISSA), which now has 226 affiliated members and 77 associate members in 93 countries. As in the past, the Office took part in all the major activities of the Association. These included the VIth World Congress on the Prevention of Occupational Accidents and Diseases, which was held in Vienna from 10 to 15 May and was attended by some 2,000 experts from 60 countries, and the Vth International Conference of Social Security Actuaries and Statisticians, which was held in Berne from 13 to 18 September and was attended by some 300 delegates from 44 countries.

In Africa the Third Symposium for Directors of Social Security Institutes in French-speaking countries of Africa and Madagascar was held from 10 to 22 April in Madagascar. The First African Regional Congress on the Prevention of Occupational Risks was held in Algiers from 27 April to 4 May; and ISSA continued its series of national training courses in African countries.

The Regional Advisers of the ISSA in America and Asia were involved in preparatory work for future meetings, including the Fourth Inter-American Congress on the Prevention of Occupational Risks, and the Fourth Asian Regional Conference, and maintained close collaboration with other national or international bodies in the organisation and preparation of various technical meetings.

A meeting of the ISSA Committee on the Study of Social Security Problems of Member Organisations in countries of the EEC was convened in March in Brussels, to prepare a programme for a series of studies which are of immediate importance to member institutions in these countries. A Consultative Committee on Automatic Data Processing met for the first time on 3 and 4 June in Brussels to discuss the future work of the Automatic Data Processing Consultative Service, which has been recently created and attached to the ISSA Regional Office for Europe in Brussels.

Work continued on several research projects currently under way, in particular on the study of social security provisions for one-parent families, social security of retired persons, and provisions of social security schemes aimed at rehabilitation. The Planning Committee of the ISSA Study Group on Social Security Research met in September to discuss progress reports on studies currently under way and the future research programme of the Association.

Remuneration and Conditions of Work

A Meeting of Experts on Paid Educational Leave, consisting of experts from government, employers' and trade union circles and from universities and adult education and training institutions, was held in Geneva from 10 to 21 January 1972. The experts considered that paid educational leave responded to the need in a modern society for lifelong education and continuous training as well as for social and cultural advancement. The Meeting thus regarded it as a means of enabling workers better to cope with the demands arising out of rapid technological change and to fulfil their economic and social responsibilities in the undertaking and in the community. The experts considered that rights to paid educational leave should be established by legislation or by collective agreement, and that the cost of programmes should be met by the public authorities, employers and other bodies, depending on the type of education and training; workers' organisations could contribute to trade union education. The report of the Meeting will serve to prepare for the first discussion by the Conference at its 58th Session next year of the question of paid educational leave.

A study on shift work which had been requested by several Industrial Committees and which examines the different forms and the organisation of shift work in advanced countries, as well as its economic and social costs and advantages, was published in French.[1]

[1] ILO: *Le travail par équipes: Avantages économiques et coûts sociaux* (Geneva, 1971) (mimeographed).

The ILO, together with the WHO, co-sponsored and participated in a FAO meeting of consultants in Rome in May 1971 on food programmes for workers. The ILO prepared a report on the law and practice in developing countries concerning canteens and other feeding facilities provided by employers at or near the workplace.

An Asian employers' seminar on population and family planning was held in March, financed by the United Nations Fund for Population Activities (UNFPA), in order to familiarise employers' circles with the nature of the population problem, to provide for an exchange of experience on the role that employers might play in encouraging family planning and to suggest future action by the ILO in this respect. The seminar called for the systematic participation of managements in population action programmes, especially through occupational health and welfare services for their own employees. It further recommended ILO action, with support from the UNFPA—e.g. through the assignment of regional advisers, national orientation meetings and in-depth courses and research —to stimulate and support the participation of managements in population activities.

A seminar on wages in Asia, financed by the UNDP, was held in Bangkok from 18 October to 6 November 1971, bringing together twenty-four participants from government, employers' and trade union circles in fifteen countries of the region. On the basis of three working papers, country papers submitted by the participants and lectures by ILO officials and external specialists, the participants discussed minimum wage fixing and other forms of wage determination; wage differentials, job evaluation and other aspects of wage structure; and methods of remuneration, with special emphasis on incentive systems and their relevance to Asian conditions. The exchange of views and experience enabled all the participants not only to gain a better technical appreciation of these subjects but also to understand and relate to their own experience the practices and conditions in different countries, the problems encountered and the solutions attempted.

The Governing Body is to undertake an in-depth review of the general conditions of work programme at its November 1972 Session.

CHAPTER V

SOCIAL INSTITUTIONS DEVELOPMENT

The Workers' Representatives Convention (No. 135) and Recommendation (No. 143), adopted by the Conference in 1971, carry the international protection of freedom of association to the shop-floor level where some of the most difficult industrial relations problems arise. The Convention provides that workers' representatives in the undertaking shall enjoy effective protection against any act prejudicial to them, including dismissal, based on their status or activities as workers' representatives. It also provides that they shall enjoy the necessary facilities enabling them to carry out their functions promptly and efficiently, although the granting of such facilities should not impair the efficient operation of the undertaking. The Recommendation spells out the kind of protection workers' representatives may enjoy in case of termination of employment. It also specifies what facilities should be granted, such as time off, access to workplaces and to management, permission to collect trade union dues and to post trade union notices, as well as material facilities and access to information.

Labour Administration

There were further developments in the ILO's training activities for labour administrators in Asia, Africa and the Americas.

The first Asian Regional Training Course in Labour Policy and Administration, financed by the UNDP, was held in Tokyo in October 1971 and was attended by twenty-four labour administrators from fifteen countries. This is to be followed by a second course, held in Perth in 1972, with the participation of officials from several Asian countries. Following recommendations by the Asian Advisory Committee (14th Session, Bandung, 1970) and by the second and third Conferences of Asian Ministers of Labour (New Delhi, 1969, and Seoul, 1971, respectively), a proposal was drawn up for a UNDP-financed Asian regional project for strengthening labour administration. The first phase is planned for the period 1974-76.

An African Regional Seminar on Training Needs in the Field of Labour Administration, attended by senior administrators of fifteen

English-speaking countries was held in Nairobi in December 1971 to survey both national and ILO programmes in this field and to advise on further developments. The report of this meeting indicates the various measures now required to ensure adequate facilities for such training, especially in the form of a labour administration centre for the English-speaking countries of the region (proposed at the Third Session of the African Advisory Committee (Dakar, 1967), and endorsed in a resolution of the Third African Regional Conference (Accra, 1969)).

The labour administration training programme in Africa was carried on, under financing now provided by the UNDP, with another regular course for middle-level officials convened in Nairobi during February-March 1972 and attended by participants from English-speaking countries of the region. The African Regional Centre for Labour Administration (French-language) at Yaoundé has, since November 1971, been holding its eighth regular course (now of eight months' duration) for a group of twenty-four officials from twelve of the participating countries. The Yaoundé Centre has also provided, during 1971, a specialised course for middle-level officials of national insurance schemes and a short refresher course for senior officials concerned with occupational safety and health matters; fifteen French-speaking African countries participated in each of these courses.

The Inter-American Centre for Labour Administration in Lima has started its second phase, for the period 1972-75, with continued UNDP financing and host-country support from Peru. It now also has the added backing of Argentina, Brazil and Venezuela. The range of activity of this major project for building up labour ministry services in the region now extends to the Caribbean (where a Second Regional Course for Labour Administration was held in 1971, with the assistance of the Government of Canada and the collaboration of the Governments of Jamaica and the United Kingdom). The Centre also increasingly serves the needs of the countries of the region for short-term technical co-operation missions by the Centre's specialists.

In addition, the ILO continued to provide assistance at the country level in the development of national ministries of labour.

The ILO was represented at, and submitted a paper to, the Second Meeting of Experts on the United Nations Programme in Public Administration, held in January 1971. Two new textbooks were published, one a new study on labour inspection (in French only) [1], the other a provisional edition of a training manual for labour officers.[2]

[1] ILO: *L'Inspection du travail : sa mission, ses méthodes* (Geneva, 1971).

[2] Idem: *Labour Administration : Aspects of its Role, Organisation and Operation* (Geneva, 1971) (mimeographed).

Social Participation and Labour Relations

The publication in November 1971 of a study on employers' and workers' participation in planning [1], issued in English only, marked the completion of the initial stage of a large-scale project on social participation. This volume has been given wide distribution to interested persons and institutions. The next stage of this research is represented by the study on participation of employers' and workers' organisations and other social institutions in economic and social development in Latin America, which is being finalised for publication. A study on the non-bargaining activities of trade unions in developing countries has been published in offset form.[2]

Good progress was made in two important comparative studies on methods and practices of collective bargaining and on the prevention and settlement of labour disputes. In connection with these studies three articles on labour disputes in three Latin American countries (Argentina, Chile and Mexico), and a series of articles on recent trends in collective bargaining in a number of industrialised countries were published in the *International Labour Review*.

An African Regional Seminar on Industrial Relations and Personnel Management was held in Dar es Salaam in November 1971. Financed by the Danish International Development Agency (DANIDA), it was the first meeting organised by the ILO for English-speaking African countries to enable participants to exchange views and experiences on personnel management and labour relations issues arising at the enterprise level. In co-operation with the Norwegian Development Aid (NORAD) the ILO also organised a series of industrial relations seminars for participants from government, management and trade union circles in several Asian countries (Ceylon, India, Philippines, Singapore).

The Office published the texts of a number of basic agreements and joint statements of policies and principles on labour-management relations and particular aspects thereof entered into at the national level, usually by central employers' and workers' organisations, in various countries.[3] The record of proceedings of, and the documents submitted to, the Round Table on the Role of Employers' Organisations in Asian Countries, held in Tokyo in 1970, were also published.[4]

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[1] ILO: *Participation by Employers' and Workers' Organisations in Economic and Social Planning, A General Introduction* (Geneva, 1971).

[2] Idem: *The "Non-Bargaining" Activities of Trade Unions in Developing Countries* (Geneva, 1971) (mimeographed).

[3] Idem: *Basic Agreements and Joint Statements on Labour-Management Relations*, Labour-Management Relations Series, No. 38 (Geneva, 1971) (mimeographed).

[4] Idem: *Role of Employers' Organisations in Asian Countries*, Labour-Management Relations Series, No. 39 (Geneva, 1971) (mimeographed).

An expert advised the Turkish Confederation of Employers' Associations on the establishment of a study, research and documentation unit. This was the first technical co-operation project ever undertaken by the ILO for the benefit of an employers' association in a developing country.

Workers' Education

The Meeting of Consultants on Workers' Education held in Geneva in May 1971 reviewed the workers' education programme, thus providing a technical basis for an in-depth survey of the programme which is to take place later this year. The recommendations of the Consultants related in particular to the role of workers' education in the general educational system (especially in relation to life-long education), the development of workers' education institutions, the services that universities can make available to workers' education, educational programmes for rural workers, the economic education of trade unionists, the social education of young women and migrant workers, and workers' education in population and environment problems.

Work in relation to population matters continued to expand in 1971. With funds provided by the United Nations Fund for Population Activities (UNFPA) exploratory and teaching missions were carried out in Ghana, Pakistan and Egypt. In Asia a regional adviser on workers' education in population questions conducted national courses in Indonesia and the Philippines. An African Sub-Regional Seminar on Trade Unions, Workers' Education and Population Questions was held in Nairobi in October. The conclusions of the seminar stressed the important role which trade unions should play in the formulation and the implementation of population policies and programmes. The seminar felt that workers' education on population and family planning questions was needed to inform and motivate workers in this field, and that the ILO should contribute to this effort by helping to train workers' educators, to formulate education programmes and to produce educational material on population and family planning. The UNFPA has approved the financing of a series of educational activities to follow up the recommendations of the seminar. A special number of the *Labour Education* bulletin, also financed by UNFPA, has been published concerning workers' education in population questions.

An inter-regional seminar on residential workers' education was carried out in Denmark in collaboration with DANIDA.

In view of the need to develop modern educational methods and techniques suited to the training of trade unionists at the level of the undertaking, the ILO has prepared special study material and visual aids

on the role of the shop steward in Asian countries. Other new teaching aids included fifteen flipcharts on the theme of " Workers' Stake in Population Questions " and a colour filmstrip on sixty-four frames, accompanied by an English tape recording and a booklet entitled " ILO and Forestry ". Three workers' education manuals, *Accident Prevention*, *Social Security* and *Co-operation*, have been reprinted.

In co-operation with the International Institute for Labour Studies, the Office organised a study tour on workers' participation in enterprise management for a group of Turkish trade union leaders in the Federal Republic of Germany and Norway and a study tour for a group of Tanzanian union leaders and educators in the Federal Republic of Germany and Yugoslavia. A study programme on accounting and financial management was arranged at the Turin Centre for a group of Latin American trade unionists. During the period under review, the ILO provided lecturers, study materials and study grants for twenty-six seminars involving about 175 persons. This work was greatly facilitated by the presence of regional workers' education experts in Africa, Asia, Latin America and the Middle East.

An expert financed by DANIDA began a twelve-month assignment in Zambia. In Pakistan a UNDP-financed mission of twelve months was initiated but interrupted because of recent disturbances; it was resumed in the course of January 1972.

Co-operative, Rural and Related Institutions

An Asian Regional Seminar on the Contribution of Rural Institutions to Rural Development, Particularly Employment, took place in New Delhi from 3 to 16 November 1971. This seminar dealt with two main topics: social and economic aspects of rural institutional development and the institutional and employment aspects of agrarian reform and the Green Revolution. In addition, there was a panel discussion on Indian experience.

The participants emphasised, in particular, the role of urban trade unions in organising the weaker sections of the rural population; the need to remove legal barriers to the effective functioning of trade unions in the countryside; the possibility of organising separate co-operatives to service the weaker sections of the rural population; the need to study the various forms of joint use of land and other productive resources, including, especially, agricultural machinery, with a view to assisting small and marginal farmers; the role of land reform measures in promoting employment and modernisation of agriculture; the urgency of substantially reinforcing institutional arrangements for the provision of inputs and

other services, as well as strengthening agricultural extension and training facilities in the context of the Green Revolution. Various suggestions on follow-up action were put forward by the participants, including a suggestion that the ILO Regional Office in Bangkok be strengthened to assist rural workers' and peasant organisations in Asia.

Further progress was achieved in developing the techniques of integrated rural development in technical co-operation projects, including especially UNDP/Special Fund projects, in the Congo, Chad, Ecuador and the Syrian Arab Republic.

The inter-agency committee for the promotion of co-operatives (COPAC) started effective work. The periodical *Co-operative Information* was published in new form and has proved to be a useful medium for disseminating information on the current trends and developments taking place in the movement, particularly in developing countries.

The 12th edition of the *International Directory of Co-operative Organisations* was published towards the end of the year. This directory is based on a world-wide inquiry and contains information on co-operative organisations in 137 countries and territories.

A seminar and study tour on the structure, administration and management of co-operatives took place in Quebec from 30 May to 19 June 1971. Participants from fourteen countries of Africa and the Near and Middle East attended. Study visits to co-operatives were an important component of the seminar, which enabled participants to gain practical knowledge of managerial and organisational problems.

A new Co-operative Development Centre in Madagascar, which is supported by the UNDP/Special Fund, entered into a preliminary operational phase. Other centres of this type continued to provide means for long-lasting and comprehensive co-operative development; a UNDP/ILO evaluation mission of such a centre in Ivory Coast unanimously recommended enlargement and extension of the project.

There were important developments in the relationship with bilateral organisations in promoting co-operative development in developing countries. Negotiations for the establishment of a Co-operative Management Services Centre in Ceylon with the financial assistance of the Swedish International Development Agency (SIDA) were practically completed; and DANIDA has agreed to sponsor two co-operative experts in the Caribbean.

CHAPTER VI

HUMAN RIGHTS AND INTERNATIONAL LABOUR STANDARDS

Standard Setting and Application of Conventions

In June 1971 the Conference adopted four new instruments: the Workers' Representatives Convention (No. 135), the Workers' Representatives Recommendation (No. 143), the Benzene Convention (No. 136) and the Benzene Recommendation (No. 144).

These instruments were, in accordance with article 19 of the Constitution of the ILO, communicated to all member States, each of which is under the obligation to submit them to the competent national authorities, for the enactment of legislation or other action, within the period of twelve, or exceptionally eighteen, months from the closing of the session of the Conference.

Since 1 January 1971, 131 ratifications of Conventions have been registered, bringing the total number of ratifications to 3,826. The 131 ratifications have been communicated by 29 member States. The ratification by the Congo of the Night Work (Women) Convention (Revised), 1948 (No. 89), and by Spain of the Minimum Age (Non-Industrial Employment) Convention (Revised), 1937 (No. 60), and the Fee-Charging Employment Agencies Convention (Revised), 1949 (No. 96), involved the automatic denunciation of the Night Work (Women) Convention (Revised), 1934 (No. 41), the Minimum Age (Non-Industrial Employment) Convention, 1932 (No. 33), and the Fee-Charging Employment Agencies Convention, 1933 (No. 34), respectively. In ratifying the Night Work (Women) Convention (Revised), 1948 (No. 89), the Government of the Congo denounced the Night Work (Women) Convention, 1919 (No. 4), which is revised by the Convention ratified. The Government of Senegal, having ratified the Employment Injury Benefits Convention, 1964 (No. 121), denounced the Workmen's Compensation (Occupational Diseases) Convention, 1925 (No. 18), which is revised by the Convention previously ratified. In addition, Brazil denounced the Labour Inspection Convention, 1947 (No. 81), and Italy and the United Kingdom denounced the Employment Service Convention, 1948 (No. 88).

The state of ratification of the key human rights Conventions as at 1 January 1972 was as follows:

Convention	No. of ratifications
Freedom of Association and Protection of the Right to Organise Convention, 1949 (No. 87)	77
Right to Organise and Collective Bargaining Convention, 1949 (No. 98)	90
Forced Labour Convention, 1930 (No. 29)	105
Abolition of Forced Labour Convention 1957 (No. 105)	89
Equal Remuneration Convention, 1951 (No. 100)	74
Discrimination (Employment and Occupation) Convention, 1958 (No. 111)	77
Employment Policy Convention, 1964 (No. 122)	45

Some 3,000 reports were examined and processed for consideration in March 1971 by the Committee of Experts on the Application of Conventions and Recommendations and, subsequently, by the Conference Committee on the Application of Conventions and Recommendations. The Committee of Experts included in its report a number of observations, and a number of other comments by the Committee were addressed directly to governments on its behalf. The Committee of Experts also noted over eighty instances in thirty-seven countries in which positive measures had been taken by governments to ensure the better application of ratified Conventions.

The ILO has since 1964 been organising regional seminars aimed at acquainting officials in labour ministries more fully with the obligations and procedures concerning international labour standards. A further regional seminar in this series was held in Dakar from 8 to 18 November 1971. Officials from fourteen French-speaking countries in Africa took part, including Heads of International Relations Services and Directors of Labour Departments. The programme included a thorough review of ILO procedures relating to Conventions and Recommendations, as well as individual discussions with each participant, in detail and by country, of outstanding questions concerning the submission of ILO instruments to the competent national authorities, the application of ratified Conventions and the supply by governments of reports and information to the ILO on measures taken in this connection.

Direct contacts took place in 1971 between representatives of the Director-General and the Governments of the Dominican Republic, Uruguay and Yugoslavia with a view to resolving difficulties relating to

the application of a number of ratified Conventions. In many cases, these direct contacts have led to positive results in the adaptation of legislation to the Conventions concerned, and in other cases there are encouraging prospects of further action being taken to bring legislation into line with ratified Conventions.

Six numbers of the *Legislative Series* of the International Labour Office appeared in 1971. An order for 10,000 copies of the number containing the United States legislation on occupational safety and health enacted in 1970 was received from one purchaser.

Discrimination

The Committee of Experts on the Application of Conventions and Recommendations carried out a general survey on the effect given to the Discrimination (Employment and Occupation) Convention and Recommendation, 1958 (No. 111). The survey constituted a contribution by the ILO to the celebration of 1971 as the International Year for Action to Combat Racism and Racial Discrimination.

The seventh special report on the application of the Declaration concerning the policy of *apartheid* of the Republic of South Africa, adopted by the Conference in 1964, was submitted to the Conference in June 1971. The report contained a critical review of new developments in this policy, and referred particularly to the role of workers and employers and their organisations in action against *apartheid.*

The Conference adopted a resolution concerning *apartheid* and the contribution of the International Labour Organisation to the International Year for Action to Combat Racism and Racial Discrimination.[1]

Freedom of Association

In 1971 the Governing Body Committee on Freedom of Association considered 86 cases, of which 42 were new, and completed its examination of 40 of them. The Committee has now considered a total of 685 cases and reached final conclusions in respect of 640 of them.

In pursuance of a request contained in the resolution concerning trade union rights and their relation to civil liberties adopted by the Conference at its 54th (1970) Session, an article was published in the *International Labour Review* reviewing the most important of the prin-

[1] An account of the action taken on this resolution is given in Appendix II to the present Report.

ciples enunciated by the Governing Body Committee on Freedom of Association during the twenty years since it was set up.[1]

In accordance with an undertaking given by the Director-General to the Governing Body at its 181st (November 1970)[2] Session, the new Spanish Trade Union Act was published in the *Legislative Series* in 1971. Five articles representing different points of view, and assessing the effect of the new law, were published in the March 1972 issue of the *International Labour Review*.

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[1] G. von Potobsky: " Protection of trade union rights: twenty years' work by the Committee on Freedom of Association ", in *International Labour Review* (Geneva, ILO), Vol. 105, No. 1, Jan. 1972.

[2] See idem: *Activities of the ILO, 1970*, Report of the Director-General (Part 2), International Labour Conference, 56th Session, Geneva, 1971 (Geneva, 1971).

CHAPTER VII

REGIONAL AND INDUSTRIAL ACTIVITIES

Regional Activities

Asian Regional Conference

The Seventh Asian Regional Conference met in Teheran from 4 to 14 December 1971. A total of 172 Government, Employers' and Workers' delegates and advisers from twenty member States, including twelve Ministers of Labour, attended the Conference.

The debate on the Director-General's Report revealed a broad consensus of view on the urgency and magnitude in Asia of the six problems on which that Report had focused: population, inequality, urbanisation, rural development, the inadequacy of economic growth and the growing awakening of the masses; it also disclosed a wide measure of agreement on the potential contribution of the ILO to their solution.

The Conference adopted resolutions and conclusions on the substantive items on its agenda. In a resolution concerning freedom of association for workers' and employers' organisations and their role in social and economic development, the Conference declared that social and economic progress in Asia depended on the support of workers' and employers' organisations, and that the extent to which support could be expected depended on their effective association in the preparation and implementation of national development policies. A prerequisite for such participation was the full observance of the principle of freedom of association of workers and employers; restrictions on the rights of workers' and employers' organisations were likely to constitute a major obstacle to the adoption by workers and employers of a constructive attitude towards the development programme of the government. Member States in Asia were called upon, preferably before the next Asian Regional Conference, to ratify and apply the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87), and the Right to Organise and Collective Bargaining Convention, 1949 (No. 98). Primary responsibility rested with workers' and employers'

organisations to resolve their common problems and differences by dialogue, collective bargaining and joint discussions. The resolution called on governments to provide for effective participation of workers' and employers' organisations in development planning, and for provision to be made for including peasants' and rural workers' organisations in such participation. Trade unions were invited to pay particular attention to workers' education and training programmes and to determine suitable methods of extending their coverage to the masses of hitherto unorganised and unprotected rural workers. Asian employers' organisations were invited to provide affiliated associations and individual undertakings with advice on matters relating to labour relations and personnel management and to assist them in evolving constructive attitudes towards trade unions. In view of the key role which labour ministries play in labour relations and in the elaboration and implementation of social policy, the resolution urged governments to ensure that such ministries had the necessary authority, staff and resources to discharge these responsibilities in a competent fashion.

The Conference stressed the role that the ILO could play in assisting governments, workers' organisations and employers' organisations in Asia to attain these objectives. The ILO was, in particular, called upon to publish at regular intervals surveys on the development of labour relations and working conditions in Asian countries; to continue and expand its workers' education programme in Asia; to make assistance to employers' organisations in developing Asian countries a permanent feature of its programme; to pursue its efforts to establish a regional project for strengthening labour administration in Asia; and to strengthen and expand its activities aimed at the improvement of labour relations in Asia. The ILO was asked to associate national authorities, as well as employers' and workers' organisations, in all stages of this work.

Two other resolutions on this theme were adopted by the Conference. A resolution concerning the promotion of rural workers' and peasant organisations in Asia stressed the importance of strong, free, independent, responsible and viable organisations of peasants and rural workers; it urged member States to encourage trade unions to broaden their basis by enrolling rural workers within the trade union movement, to ensure the participation of rural workers in the planning and implementation of agrarian policies, to fix targets for increasing employment in the rural sector, and to establish facilities for technical and vocational training for rural workers. The resolution also called upon the ILO to expand its programmes in setting up or strengthening appropriate rural institutions.

A resolution concerning the tripartite character of the ILO appealed to Asian member States to co-operate in implementing the resolution adopted at the 56th (1971) Session of the International Labour Conference concerning the strengthening of tripartism in the over-all activities of the ILO, to set up tripartite bodies at the national level, particularly for the purpose of ensuring follow-up action on ILO decisions, and to respect the tripartite character of the ILO. The resolution further invited the Governing Body to give special attention to strengthening tripartism in technical co-operation and regional activities, including the possibility of setting up appropriate ILO tripartite machinery for the supervision and inspection of programmes and projects.

In its Conclusions concerning the Asian Manpower Plan the Conference noted that, while increasing attention had been paid to problems of employment policy and manpower development in Asia at the regional and national levels, the employment situation in most Asian countries remained extremely serious. Efforts to expand employment needed to be pursued with increased vigour and determination if the objectives of the Second United Nations Development Decade were to be achieved. Primary responsibility for achieving the objectives of the Asian Manpower Plan rested with the Asian countries themselves. Explicit targets and policies regarding employment should be included in national development plans. The Conference indicated areas of action on which governments should concentrate in their action to promote employment, including the strengthening of machinery for employment planning, the implementation of structural reforms and shifts of emphasis in development policies, and an examination of the relationship between employment and such matters as income distribution, indebtedness and land ownership. It also emphasised the role that employers' and workers' organisations could play in securing the understanding and acceptance by their membership of the employment objective and of policies for achieving it.

The Conference stressed the need for the developed countries to reorient their trade and aid policies so as to promote an expansion of employment in Asian countries. It called upon international organisations to ensure that their programmes and policies contributed to the attainment of employment objectives in Asia, and to participate in the Asian Regional Team for Employment Promotion, in comprehensive employment strategy missions and in any other forms of international action designed to provide advice on employment policy. The ILO should employ all the means of action at its disposal to assist Asian countries in adopting plans and programmes aiming at the highest possible level of productive employment. In particular the Conference urged that the

setting-up of the Asian Regional Team for Employment Promotion should be completed as soon as possible, and that comprehensive employment missions should be regarded as a first step towards continuing co-operation between the governments and the various international agencies concerned. National authorities, as well as employers' and workers' organisations, should be associated in all stages of the work of survey missions undertaken by the Regional Team and of comprehensive employment strategy missions, and all such missions should, as far as possible, be planned and timed in such a way that their conclusions may be used by the countries concerned in drawing up their economic development plans and/or in the preparation of their country programmes of technical co-operation.

In its Conclusions on the Report of the Director-General (Part 2) (Ratification and Implementation of Selected International Labour Conventions in Asian Countries), the Conference stressed that standard-setting activities were a major tool for the achievement of the ILO's aims, but that the position of Asian countries with regard to the ratification and application of Conventions was capable of substantial improvement. The process of ratification might have suffered from the belief that the implementation of the ILO's standards would hinder economic development, but the Conference stressed that while the economic conditions of certain countries could not be disregarded, the ILO's standards could usefully contribute to balanced social and economic development. The importance of the ILO's Freedom of Association Conventions was particularly emphasised and Asian governments which had not yet done so were urged to ratify and implement these standards.

African Advisory Committee

The African Advisory Committee submitted agreed conclusions concerning the two questions on the agenda of its Fourth Session (Yaoundé, 26 July-6 August 1971)—employment, status and conditions of non-national workers; and promotion of balanced development in rural and urban areas—and recommended that they should be placed on the agenda of the next African Regional Conference. In regard to the problems of non-national workers, the Committee stressed that any solution to the problem should attempt to reconcile the following objectives: to maintain the number of employment opportunities open to national workers at as high a level as possible; to avoid hardship to non-national workers who may be adversely affected by any measures for the protection of national manpower; and to favour efforts towards more effective regional economic co-operation and the conclusion of

bilateral and multilateral agreements. It recommended that before any action is taken to reduce the number of non-nationals in employment, preliminary measures should be taken, such as: ascertainment and publication of the facts regarding the activities in which non-nationals are employed, the probable economic effect of their removal and the availability of nationals to replace them; integration into over-all employment policy of measures relating to non-nationals; and discussion with other governments whose nationals are affected concerning, for example, the possibilities of resettlement of such workers. The Committee's conclusions draw a distinction between long-term residents and migrant workers. The former should be given the opportunity of naturalisation or some other privileged status; the latter should normally be given a work permit, the non-renewal of which should be notified sufficiently well in advance to enable the worker and his family to dispose of their assets. Such workers should be given full protection and enjoy equal treatment with national workers, including the freedom to join a trade union of their choosing and equality of social security benefits.

On the subject of balanced development in rural and urban areas, the Committee considered that in Africa the rural exodus is a particularly acute problem which contributes to serious social and economic imbalances. The primary need was to ensure that the rural economy became progressively more prosperous, that efforts should be made to increase employment opportunities and incomes for rural workers and that social security and social amenities should be extended to rural areas. The Committee stressed the need to encourage the creation of structures and institutions adapted to the present needs of rural and urban areas; to encourage public and private investment in setting up physical and social infrastructures rather than inappropriate industrial projects or luxurious urban facilities; to build up an institutional system and administrative machinery capable of bridging the gap between town and country; to modernise methods of production and cultivation in agriculture in order to increase productivity, internal consumption and exports; to set up agro-industrial centres based on the processing of agricultural products; and to provide facilities for rural credit, through specialised banking institutions and co-operatives. The Committee suggested how the ILO should contribute to this effort by studies and technical co-operation and by helping to ensure the association of employers' and workers' organisations in strategies to bring about balanced rural and urban development.

On the basis of the report of the Advisory Committee, the Governing Body decided, at its 184th (November 1971) Session, to include in the agenda of the next African Regional Conference an item entitled " Em-

ployment, status and conditions of migrant workers and other workers holding the nationality of other African countries ", and an item relating to the promotion of balanced rural and urban development.

Industrial Activities

Three Industrial Committee meetings were held in 1971: the Metal Trades Committee (Ninth Session, January), the Building, Civil Engineering and Public Works Committee (Eighth Session, July) and the Committee on Work on Plantations (Sixth Session, September). The Joint Committee on the Public Service held its First Session (March-April).

An account of the work of the Metal Trades Committee was given in Part 2 of the Director-General's Report to the 1971 Session of the Conference.[1]

Building, Civil Engineering and Public Works Committee (Eighth Session)

The Committee recommended a number of measures to deal with problems faced by the industry in developing countries and for facilitating the use of prefabrication techniques. The Committee called for the setting up in developing countries of national tripartite committees for the construction industry. It pointed out the usefulness of long-term construction programmes, multi-annual budgeting arrangements and surveys of manpower needs. Labour-intensive techniques should be used wherever socially, technically and economically appropriate. Any abuses of contract labour should be eliminated and the practice of conscripting labour for public works abolished. The Committee called for an internationally negotiated standard contract for construction works to be built by firms.

Prefabrication, the Committee noted, has introduced structural changes in the construction industry that call for a thorough re-examination and adaptation of existing practices and policies. The Committee stated that maintaining a full-employment growth economy was an essential way to cope with redundancy arising from technological change. However, where unemployment resulted, hardships should be borne by the community as a whole. Special arrangements were needed to compensate older workers who lost their jobs and found it impossible to retrain or to find new employment. The Committee recommended frequent reappraisement of training policies and programmes so that

[1] ILO: *Activities of the ILO, 1970*, Report of the Director-General (Part 2), International Labour Conference, 56th Session, Geneva, 1971 (Geneva, 1971), pp. 38-39.

workers retained their capacity to adapt to technological change throughout their working lives. Developments in building techniques and the changing character of the construction industry required better training and retraining of personnel and staff at all levels—architect, planners, engineers and technicians, as well as production managers, supervisory staff and members of construction crews. The Committee believed that the transferring of operations from site to factory ought to result in better working conditions. It pointed out that regulations and legislation required amendment due to the changed nature of occupational risks brought about by the transport, handling and assembly of larger and heavier prefabricated components. To deal with problems caused by monotony arising from prefabrication, the Committee called for variety, flexibility and beauty in architectural and urban design. Social, psychological and economic research into user requirements was essential. Describing the construction industry as " a major force in creating and shaping the environment ", the Committee emphasised the importance of aesthetic considerations. It drew attention to the strategic role which employers' and workers' organisations in the construction industry can play in controlling sources of pollution and noise.

The Committee also adopted four resolutions concerning action by the ILO on occupational safety and health, paid educational leave, and the protection of workers against possible detrimental effects of mechanical handling and new technology.

Committee on Work on Plantations (Sixth Session)

The Committee on Work on Plantations adopted detailed conclusions on the conditions of work of women and young workers, as well as on the social consequences of technological developments on plantations. The Committee called for adequate and accessible training facilities providing young persons with training in skills needed for work on and outside plantations and for adequate social services to avoid emigration from rural areas. Temporary workers should have the same rights as permanent workers regarding wages and hours of work. Family-planning advice should be provided to plantation workers, where appropriate, through the co-operation and assistance of employers and trade unions so that employment difficulties are not intensified. The Committee called for an end to discrimination against women in wages, working conditions and employment, and the full implementation of the Discrimination (Employment and Occupation) Convention, 1958 (No. 111), and the Equal Remuneration Convention, 1951 (No. 100). The Committee called upon both governments and employers to protect

the health of plantation workers and their families by making adequate provision for public health, medical care and environmental sanitation needs, placing special emphasis on preventive measures and elementary health education.

In considering the social consequences of technological development, the Committee reaffirmed its conviction that the advantages of change should be distributed fairly among the community as a whole and should lead to as much improvement as possible in the conditions of life and work of plantation workers and their families. The Committee believed that governments, employers and workers as well as their respective organisations should be associated in the search for ways and means to ensure the success of modernisation projects and the well-being of workers affected by technological change. The Committee stressed the importance of measures of improving agrarian structures and facilitating the economically viable cultivation of land owned by workers. Where efficient production required larger agricultural units, the grouping of smaller plantations might be encouraged by establishing producers' co-operatives. Realising that, unless equitable and stable prices are obtained for plantation products on the world market, it would be difficult to improve conditions of life and work for plantation workers, the Committee called for international action on commodity regulation and the establishing of international commodity agreements on a product-by-product basis, in line with the resolution on this subject adopted by the Conference at its 56th (1971) Session. To avoid manpower redundancy on plantations due to technological and structural changes, the Committee suggested measures for promoting a stabilisation of the numbers employed on plantations, including the use of labour-intensive methods, retraining and up-grading facilities. Where reductions in the labour force were inevitable, however, employment and training services should be used to aid the transfer and reclassification of plantation workers. Social security and pension schemes should be introduced to guarantee adequate severance pay to lessen the hardship of workers laid off. The Committee recommended that governments and workers' and employers' organisations should intensify their educational, vocational guidance, training and retraining efforts to meet the new demands for different and higher skills caused by technological developments. It noted that technical progress on plantations raised major problems of safety and health, particularly due to the growing use of chemicals —notably insecticides, fungicides and herbicides. Field investigations, special safety and accident-prevention measures, well-equipped medical services, efficient government supervision of inspection and insurance and social security schemes covering workers against the costs of occu-

pational hazards were among measures suggested by the Committee. The Committee emphasised the essential tasks of labour inspection, as defined by the Plantations Convention, 1958 (No. 110), and the promotion of strong, responsible workers' and employers' organisations in accordance with the Freedom of Association and Protection of the Right to Organise Convention, 1948 (No. 87). It believed that modifications in employment, working and living conditions arising from technical progress should be dealt with through collective bargaining and joint consultation in which representative trade unions of plantation workers participated.

A number of general resolutions were also adopted by the Committee, concerning, in particular, freedom of expression and exercise of trade union rights on plantations and international measures to stabilise markets for agricultural products.

Joint Committee on the Public Service (First Session)

The Joint Committee on the Public Service laid the foundations for a major new departure in the ILO's work by adopting resolutions concerning freedom of association, staff participation in determining the conditions of employment and the future activities of the ILO affecting the public service. It called for the adoption of a suitable international instrument to protect the freedom of association of public servants and to allow their participation, through collective bargaining or other such methods, in the making of decisions concerning conditions of employment and work, remuneration and social welfare. It affirmed that public servants should enjoy the same civil and political rights as other citizens, subject only to the special obligations arising from their status and the nature of their functions. The Committee invited the ILO to engage in work on a wide variety of topics of particular relevance to public service employees in all parts of the world.

CHAPTER VIII

TECHNICAL CO-OPERATION

The ILO's technical co-operation activities continued to expand in 1971 in spite of the financial difficulties, which inevitably had repercussions on the technical co-operation financed out of the ILO's regular budget. There was a considerable expansion in activities financed by the UNDP, and closer relations were established with other aid-giving agencies, including the bilateral agencies of several countries.

Altogether, estimated expenditure on technical co-operation in 1971 totalled $ 37.8 million as against $ 29.9 million in 1970. $ 1.6 million were spent under the ordinary budget compared with $ 2.5 million in 1970. Expenditure under all other sources of funds (the UNDP and special programmes, including trust funds, associate experts and projects on a reimbursable basis) was $ 36.2 million in 1971 as compared with $ 27.4 million in 1970. Projects financed by the UNDP represented 87.5 per cent of the total (66.3 per cent under the Special Fund component and 21.2 per cent under the Technical Assistance component). The ILO regular programme accounted for 4.4 per cent of total expenditure and programmes financed from other sources 8.1 per cent.

The African region continued to account for the largest share of technical co-operation provided by the ILO, followed by the Asian and American regions.

The largest proportion of assistance provided continued to be in the field of human resources development (55.8 per cent). Assistance provided in employment planning and promotion represented 18.2 per cent, social institutions development 15.2 per cent, conditions of work and life 6.6 per cent and other fields of activity 4.2 per cent.

A total of 1,170 experts from 61 countries carried out 1,331 assignments in 1971. The number of assignments by region was 613 to Africa, 214 to the Americas, 318 to Asia, 89 to Europe, and 94 to the Middle East. Three assignments were inter-regional in nature. There were 905 expert assignments in the field of human resources development, 165 in employment planning and promotion, 150 in social institutions development, 88 in conditions of work and life and 23 in other fields.

TABLE I. ANALYSIS, BY TYPE OF PROGRAMME AND BY FIELD OF ACTIVITY, OF ILO TECHNICAL CO-OPERATION EXPENDITURE IN 1971 (ESTIMATED)

(Thousands of US$) [1]

Field of activity	Expenditure				
	Regular programme	UNDP		Special programmes [2]	Totals
		TA	Special Fund		
Over-all economic and social development:					
Statistics	33	167	—	7	
Economic planning	—	—	—	58	
	33	167	—	65	265
Human resources development:					
Vocational training	348	2 462	11 917	1 305	
Management development	304	842	8 472	669	
	652	3 304	20 389	1 974	26 319
Employment planning and promotion	490	2 233	1 728	368	
	490	2 233	1 728	368	4 819
Conditions of work and life:					
Social security	94	565	—	53	
Occupational safety and health	16	308	342	92	
General conditions of work	35	52	—	14	
Maritime workers	3	7	393	—	
	148	932	735	159	1 974
Social institutions development:					
Labour law and labour relations	33	90	—	26	
Labour administration	43	380	400	69	
Workers' education	312	37	—	111	
Co-operative, rural and related institutions	(58) [3]	896	1 900	182	
	330	1 403	2 300	388	4 421
Associate experts [4] and others	13	30	—	88	131
Total ILO technical co-operation programmes (1971)	1 666	8 069	25 152	3 042	37 929

[1] Administrative costs not included. [2] Including trust funds, FUNDWI, UNFPA associate experts and projects on a reimbursable basis. [3] 1970 expenses transferred to other funds. [4] Associate experts attached to ILO Offices in the field.

TABLE II. ANALYSIS OF ILO EXPENDITURES UNDER ALL TECHNICAL CO-OPERATION PROGRAMMES, BY REGION, IN 1971 (ESTIMATED)

Region	Thousands of US$	Percentage
Africa	15 931	42.00
Americas	5 638	14.86
Asia	8 954	23.61
Europe	2 132	5.62
Middle East	2 329	6.14
Inter-regional	2 945	7.77
Total	37 929	100.00

TABLE III. ANALYSIS OF ILO EXPENDITURE UNDER ALL TECHNICAL CO-OPERATION PROGRAMMES, BY TYPE OF ASSISTANCE, IN 1971 (ESTIMATED)

Type of assistance	Thousands of US$	Percentage
Experts	26 562	70.03
Fellowships	4 989	13.15
Equipment, subcontracts and miscellaneous	6 378	16.82
Total	37 929	100.00

In 1971 the ILO awarded 792 fellowships and study grants, of which 508 were for individual study abroad and 284 for participation in seminars, study tours and group training courses organised by the Office.[1] The regional distribution of these awards was: Africa, 130; Americas, 29; Asia, 168; Middle East, 33; Europe, 102; and inter-regional, 46. By field of activity, their distribution was: 355 for human resources development, 60 for employment planning and promotion, 43 for social institutions development, 41 for conditions of work and life and 9 for other activities.

Orders of equipment for technical co-operation projects in 1971 totalled $ 4,387,265.

Tables I to III give particulars of this expenditure by source of funds, by field of activity, by region and by type of assistance provided.

Technical Assistance Component of the UNDP

Under the technical assistance component of the UNDP the largest share of expenditure was devoted to assistance in the field of human

[1] Fellowships at the Turin Centre are not included.

resources development (41 per cent of total expenditure); employment planning and promotion accounted for 28 per cent, social institutions development 18 per cent, conditions of work and life 11 per cent and other fields of activity 2 per cent. Altogether 14 regional and inter-regional seminars and study tours were financed by this source of funds, and several regional advisers were appointed in various fields of activity.

Special Fund Component of the UNDP

Between 1959 and 1971 the ILO was designated as executing agency for 179 Special Fund projects. By 31 December 1971, 64 of these projects had been completed. One hundred and fifteen projects were operational, 27 of them on advance allocations.

In 1971 the ILO was designated as executing agency for 23 new projects and supplementary allocations were made for 2 further projects. The total expenditure involved will be $ 51.6 million, of which the Governing Council of the UNDP has earmarked $ 20.1 million and the governments concerned $ 31.5 million. Twenty-two of these projects are national, 2 are regional and 1 is inter-regional in nature. Their geographical distribution is as follows: Africa, 11; Americas, 5; Asia, 3; Europe and the Middle East, 5; and inter-regional, 1. Fifteen of them are in the field of vocational training (industrial, rural and hotel training), 4 in the field of employment planning and promotion (including the development of small industries), 3 in the field of management development, 2 are combined management development and vocational training projects and 1 is in the field of co-operatives and rural development.

Provision for inter-agency co-operation has been increased in Special Fund projects approved in 1971. Thus, 5 ILO-assisted projects call for the participation of other agencies: Chad, supplementary assistance for the rural development of the Ouaddai region (FAO); Jamaica, National Youth Service Programme (UNESCO, FAO); Sierra Leone, Vocational Training Programme (UNESCO); Asian Regional Project for Employment Promotion (UNESCO, FAO, UNIDO); and Mauritius, supplementary assistance for the National Vocational and Technical Education Programme (UNESCO). The ILO will be associated in 6 projects to be implemented by other agencies: Honduras, Agrarian Reform Training and Development Programme (FAO); Iran, Training and Institutional Services for Land Reform (FAO); Ivory Coast, Assistance to the Bandama Authority in its Construction Programme (United Nations); Singapore, Polytechnic Radar Simulator Training Centre (UNESCO and IMCO); Jamaica, Repair and Maintenance Training and Demonstra-

tion Unit (UNIDO); and Panama, Training and Advisory Services for Rural and Community Development and Land Reform (United Nations).

An inter-regional project approved by the UNDP at its June 1971 Session concerns higher-level management, technical and productivity training. It follows a similar project, approved in June 1970, to be carried out by the Turin Centre. This project made it possible to provide in 1971 277 fellowships for management personnel, vocational training instructors and staff members of national productivity organisations from countries of East Africa and Latin America. The combined resources of the two projects will make it possible to provide 578 fellowships in all, representing a total of 165 man/years. The experience of these projects is to be evaluated on their completion.

Fourteen Special Fund projects became operational in 1971, and 14 others started on advance allocations. Eighteen Special Fund projects were completed.

Country Programming

Important reforms in the UNDP were introduced in 1971, including a system of country programming. This new system aims at relating international assistance more closely to national development plans, priorities or objectives; it involves the identification of areas where international technical assistance and pre-investment activities are most urgently needed in relation to internal inputs and, on that basis, the drawing up of a draft programme consisting of a list of projects for financing by the UNDP.

Under this new system the distinction between the former Special Fund and Technical Assistance components has disappeared. Nevertheless, during a transitional period there will continue to be, in addition to country programmes, large-scale national projects (those of the former Special Fund type) and more limited projects, including regional and inter-regional projects (those of the former Technical Assistance type).

Under this new procedure the Governing Council of the UNDP approved for the first time at its Session in January 1972 19 country programmes [1] which include a considerable number of technical co-operation projects in fields of concern to the ILO. The Governing Council also examined experiences and difficulties encountered in this first round of country programming exercises. The ILO has been participating actively in the preparation of 23 further country programmes which will be submitted to the UNDP Governing Council at its June 1972

[1] Algeria, Bulgaria, Chad, Colombia, Cyprus, Fiji, Ghana, Hungary, Kenya, Laos, Lesotho, Malaysia, Mauritius, Panama, Philippines, Tanzania, Togo, Venezuela and Zaire.

Session. It has also been participating in a new system of inter-country programming recently introduced by the UNDP, covering regional, inter-regional and global projects, which is based on the same principles already being applied in country programming.

The Governing Council at its January 1972 Session also approved 13 new large-scale national projects (of the former Special Fund type) to be implemented by the ILO. Six of these projects are in the field of management development, 4 in vocational training, 1 in employment planning and promotion, 1 in co-operative development and 1 in labour administration. It also approved supplementary earmarkings for 2 ILO projects and 9 regional and inter-regional projects for execution by the ILO.

ILO Regular Budget Technical Co-operation

Regular budget expenditure on technical co-operation fell from $ 2,512,000 in 1970 to $ 1,666,000 in 1971, representing a decrease of some 36 per cent. In view of the reduction in the resources available, technical co-operation financed out of the regular budget had to be severely curtailed, and a selection had to be made among projects already programmed and provided for. Country projects were limited to those in respect of which firm commitments had already been entered into, or which were clearly of high priority; in the selection of such projects special emphasis was laid on those relating to social institutions development and conditions of work and life. Provision continued to be made for regional advisers in certain fields not covered by UNDP funds—especially in workers' education—and for the ILO's participation in the regional employment team for Latin America in Santiago.

Trust Funds and Bilateral Aid Programmes

Technical co-operation financed from trust funds and bilateral aid programmes expanded very significantly in 1971; expenditure totalled an estimated $ 3 million, compared with $ 2 million in 1970, an increase of 50 per cent. This increase was due in very large measure to closer collaboration with the Swedish International Development Agency (SIDA); projects executed with funds provided by SIDA included 4 under the World Employment Programme. Collaboration also increased with the Danish (DANIDA) and Norwegian (NORAD) bilateral development agencies; an agreement concluded with NORAD for a joint programme of technical co-operation made it possible to hold, in 1971, a series of seminars on labour-management relations in Asia. A new

agreement was concluded with the Government of Finland which provides for the assignment of Finnish associate experts to ILO projects.

Thirty-eight associate experts from Belgium, the Netherlands and Sweden were assigned to ILO projects in the fields of manpower planning, youth training, co-operative development, rural vocational training, labour administration and management development.

Negotiations were held with the Governments of Canada, the Federal Republic of Germany and Switzerland for the conclusion of similar agreements on technical co-operation. Negotiations were also started with non-governmental organisations—particularly with church organisations—with whose help it may be possible to add further inputs to ILO technical co-operation projects in future years.

Co-operation with UNICEF continued in 1971, particularly with a view to reorienting systems of education and training in developing countries so as to prepare young people more effectively and in greater numbers for working life. A joint ILO/UNICEF working party met in 1971 to review the implementation of projects of this nature. The ILO participated in the 6 programme meetings organised by UNICEF in 1971, which reviewed the progress relating to the vocational preparation of youth. Of the projects approved by UNICEF in 1971, 14 involve the participation of the ILO, and in respect of 4 of them the ILO has been assigned the main technical responsibility. These projects, which involve financing of $ 1.15 million, concern pre-vocational training in Egypt, Taiwan, Jamaica and the Eastern Caribbean. Other UNICEF projects, which contain a component relating to the pre-vocational training of youth, were approved for India, Kenya, Lebanon, Morocco, Nigeria, Saudi Arabia, Tunisia, Uganda and Yugoslavia.

United Nations Volunteers Programme

At its 25th Session (December 1970) the United Nations General Assembly adopted a resolution establishing, as from 1 January 1971, a United Nations Volunteers Programme. The Administrator of the UNDP has been designated administrator of this Programme. At the beginning of 1972, 8 volunteers were in post in an ILO project—a hotel training project in Iran—and 25 further volunteers are expected to be assigned to 2 other ILO projects in July 1972—a handicrafts project in Iran and a national youth service programme in Jamaica.

United Nations Fund for Population Activities

Projects implemented in 1971 with UNFPA support included a mission to Egypt which drew up proposals for an intensive family-

planning programme directed specifically towards workers; an Asian employers' seminar on population and family planning (New Delhi, March 1971); and a trade union seminar for English-speaking sub-Saharan Africa (Nairobi, October 1971). A regional adviser for Asia on workers' education in population questions took up his post in 1971.

The UNFPA approved a greatly increased number of projects for implementation by the ILO in 1972, totalling $ 1,289,000, and has under consideration a further group of projects totalling $ 223,000. The projects approved include a large-scale research and action programme concerning population and employment, to be implemented under the World Employment Programme; regional advisers on workers' education in population questions in Asia, Africa, the Middle East and English-speaking Caribbean countries; a regional adviser on employers and population in Asia; a regional adviser on social security and family planning in Latin America; several regional seminars on population matters for trade unions and employers in different regions; and the introduction of a population component in the courses of the International Institute for Labour Studies.

International Bank for Reconstruction and Development

Co-operation with the World Bank was strengthened, by active ILO participation in a growing number of economic survey missions organised by the Bank and by closer co-ordination of projects of common interest to the two organisations. ILO staff members served on World Bank missions to Jordan, Mauritius and Nigeria, having in each case responsibility for employment questions, and contributed to the reports of the missions. The World Bank and the International Monetary Fund are participating actively in the comprehensive employment strategy mission in Iran, in the same way as they participated in the previous missions of this type in Colombia and Ceylon.

CHAPTER IX

INTERNATIONAL INSTITUTE FOR LABOUR STUDIES AND INTERNATIONAL CENTRE FOR ADVANCED TECHNICAL AND VOCATIONAL TRAINING

International Institute for Labour Studies

Three regional study courses (one for Asian and two for African participants), a special international study programme on workers' participation in management, two regional symposia for the promotion of labour studies in Latin America and Africa respectively, and two international prospective research symposia covering future trends in industrial relations and in workers' participation in management were held by the International Institute for Labour Studies in 1971.

At the request of the Asian Trade Union College of the International Confederation of Free Trade Unions and in collaboration with the ILO, an English-language seminar in modern methods of teaching was held in Geneva (23 August-3 September) for a group of labour educationists drawn from six Asian countries. The Asian Trade Union College has expressed an interest in, and has made proposals for, continued collaboration with the Institute.

Thirty participants from fourteen French-speaking African countries south of the Sahara attended a regional seminar on the role of social policy in nation-building, held in Geneva (20 September-1 October). The participants were post-graduate students in economics, sociology, law or history and attending European universities. Twenty-seven participants from thirteen French-speaking African countries south of the Sahara, drawn from government, employers' and trade union circles, together with a number of labour researchers from African universities, attended a further seminar on the same theme in Dakar (18-29 October).

Twenty-two participants—six from Tanzania and sixteen from Turkey—attended a special study programme on workers' participation in management (24-30 November).

Sixteen Latin American social researchers attended a Latin American Symposium on Empirical Case Studies of Social Participation held in

Lima (15-18 March). They discussed the general, comparative and analytical aspects of social movements and social participation in Latin America, including peasant movements and organisations, industrial workers' movements, social participation of marginal urban groups and student movements. A publication on this subject is being prepared by the Institute for issue in Spanish.

Twenty-two African social researchers attended a symposium on labour problems and social change in Africa south of the Sahara held in Dakar (1-4 November) to identify the most important problems requiring further and deeper research and to encourage the development of inter-disciplinary labour studies in Africa; they presented papers based on their current research, covering questions relating to agrarian structures, industrialisation and urbanisation, labour problems at the plant level, migration, Africanisation programmes and manpower planning and training.

Nineteen specialists, selected in their individual capacities and drawn from government departments, research institutions and the employer and trade union sectors, attended a symposium in Geneva on workers' participation in management (12-16 July); the aim of the symposium was to review emerging problems and trends relating to workers' participation in management, and to assess the likely developments in this field during the 1970s and 1980s. The discussion was based on a report prepared by the Institute, which analysed the various concepts of such participation and the perspectives in which it is viewed, and examined the evidence available concerning the working of various forms of participation. The country studies made for the Institute's international comparative research project on the subject were made available to participants so that they could draw on a wide range of national experience. The discussion focused on concepts and forms of workers' participation in management, trends and developments in such participation and factors affecting its practice.

The symposium on future industrial relations (11-14 May) was part of a research project in this field undertaken by the Institute at the request of the ILO. Unlike the other activities undertaken within this project, which involve practitioners of industrial relations, the symposium was principally designed to obtain academic opinion on the future of industrial relations. For the symposium, fourteen regional papers were prepared by Institute or ILO staff and outside collaborators, in which several alternative futures of regional industrial relations were presented. A commentator for each paper was then selected to examine the predictions critically and present his criticisms at the symposium. The information and ideas thus gathered will be amalgamated with information

obtained from over 300 interviews with practitioners and will be incorporated in both the final versions of the regional papers and in the final report on the whole research project.

As part of a continuing research project on trans-national industrial relations the Institute convened in July 1971 a small informal meeting to discuss co-operation between the Institute and other interested institutions in future research on the labour aspects of multinational corporations. Points covered in the discussion included: topics for useful research, feasibility of studies in the light of access to information, resources available for future research, and co-operation by interested institutions engaged in or planning research on the subject. A few members of outside institutions engaged in research projects in this field were invited to join in the discussion.

International Centre for Advanced Technical and Vocational Training

Thirty-three advanced training programmes and twelve seminars were held at the International Centre for Advanced Technical and Vocational Training in Turin in 1971, with 1,337 participants (as compared with 964 in 1970, 738 in 1969, 592 in 1968, 480 in 1967, 369 in 1966 and 102 in 1965).

By the end of 1971, 4,580 training officers engaged in technical and vocational training activities, senior and middle-level managers in private and public industrial, agricultural and commercial undertakings, trade union officials, vocational training instructors and technicians from 130 countries and territories had attended programmes and seminars at the Centre.

In the Centre's activities in the fields of advanced technical, vocational pedagogical and management training, fresh emphasis was given to regional programmes financed by the UNDP and designed to meet specific development needs of African and Latin American countries.

In approaching its tasks the Centre placed greater emphasis on programmes specially designed to relieve strategic bottlenecks in specific countries and industries, one example being a programme for automobile systems maintenance instructors drawn up at the request of the Imperial Ethiopian Highway Authority in conjunction with the World Bank.

For the first time the Centre organised programmes for trade union officials on financial and accounting management in the undertaking; two such programmes for Latin America were attended by trade union officials from Argentina, Brazil, Chile, Colombia, Costa Rica, Dominican

Republic, Ecuador, Guatemala, Mexico, Paraguay, Peru, Uruguay and Venezuela; a third programme was attended by trade union officials from Ethiopia, Kenya, Nigeria, Sierra Leone, Sudan and Tanzania.

Programmes designed to assist low-income countries to earn more of their development capital through competitive exports on the world market now include activities relating to productivity improvement, the management of marketing and the promotion of tourism; training programmes dealing with the management of large farms and with production management in undertakings processing agricultural products were started in January 1972.

Research at the Centre was focused on the development of designs for improving the effectiveness of training in developing countries, particularly as regards programmed instruction, and on employment-promoting alternatives in technological development.

The Centre initiated the elaboration of teaching-aids, including programmed texts, based on methods and approaches developed and tested at the Centre. The purpose of these teaching aids, to be distributed at low cost, is to optimise still further the Centre's multiplier effect.

Seminars organised in conjunction with other international organisations, such as UNESCO and the European Communities, focused on higher technical education for industry; on technical education and technical teacher training; and on the training of managers in the transport sector.

A new feature was the first in a series of seminars on major trends of change in the training of girls and women, which was organised, in conjunction with the ILO, within the framework of the World Employment Programme.

The Centre's budget for the academic year 1971-72 was $ 5.4 million; it was substantially covered by contributions in cash or in the form of fellowships from the ILO, the UNDP and the Italian Government.

In 1971 the three independent consultants commissioned by the UNDP to assess, *inter alia*, the work and the prospects of the Centre published their interim mission report. This report concluded that the " Turin International Centre constitutes an undoubted asset both for the developing countries and for the United Nations system " and that the Centre's premises and installations offer " very considerable possibilities for receiving trainees ". The report added: " But even more important is the wealth of experience which has been accumulated over these last few years, constituting an asset which, although intangible, should prove invaluable for future training programmes—and which is to a certain extent unique. And if this heritage of experience is so valuable, it is because it is the outcome of the breadth of vision, the creative approach,

the interest in research and the constant effort to find new and better methods which have inspired the activities of the Centre ".[1]

The UNDP consultants recommended that the activities of the Centre should be " continued and expanded ". They also recommended the establishment of " . . . a pluriannual financial plan which alone could make it possible to introduce long-range programming of activities ".[2]

[1] ILO document GB.184/17/25, Appendix CC 13/2, Annex, p. 11 (mimeographed).
[2] Ibid., p. 35.

CHAPTER X

A NEW LONG-TERM PLAN

A preliminary draft of a new long-term plan, covering the period 1974-79, has been submitted to the Governing Body.

This plan, which is to be examined by the Governing Body at its 186th (May-June 1972) Session, is an attempt to give expression to three basic considerations fundamental to ILO action.

The first is the tripartite character of the ILO. As was stressed in the resolution concerning the strengthening of tripartism in the over-all activities of the ILO, adopted by the Conference last year, the tripartite character of the Organisation needs to be fully effective in the entire range of its activities if the ILO is to play its full and unique part in the international community. Efforts have continued to be made in the past year to strengthen the ILO's tripartite machinery at the world-wide, regional and industrial levels. The long-term plan represents an attempt to identify the major issues of social policy and development which the ILO is, by reason of its unique tripartite composition, in a particularly strategic position to tackle in the years to come.

The second basic consideration is the need for the ILO to make a major contribution to the attainment of the objectives of the Second United Nations Development Decade. The International Development Strategy has provided a basic frame of reference for the preparation of the plan, which covers a period of six crucial years when the ILO, together with the whole United Nations system, will have to devote the best part of its efforts and to marshal all the resources available in order to make a reality of the objectives fixed for the Decade. The programmes proposed in the plan have been designed to make the Second Development Decade a decade of real breakthrough in terms of social progress as well as economic growth.

The third basic consideration has been the need for the ILO to tackle some of the most urgent social problems which have arisen in the more advanced countries—and in the more advanced sectors of all countries. The rapidity of technological change, the significant shifts that are taking place in the values, attitudes and structures of society, the growing demands for a better quality of life as well as an increased

availability of material goods, the existence of poverty among marginal groups—and especially migrant workers—in societies of plenty, and alarming inflationary tendencies: all these developments and problems characteristic of most if not all advanced societies call for a radical revision of policies for education and training, of methods of organising work, of systems and procedures of industrial relations and of schemes for social security and social protection. In discharging its world-wide mandate as an instrument of social policy for social justice and social progress, the ILO must become fully alert to these emerging needs and problems; many of the proposals in the long-term plan are designed to stimulate a fresh approach in attempts to find appropriate solutions to such urgent social problems.

These three basic considerations have inspired the whole approach to the preparation of the plan which is now under consideration by the Governing Body. Special emphasis is laid in the plan on a strengthening and intensification of ILO action to protect and promote basic human rights and freedoms; on activities to tackle the scourge of unemployment and underemployment, which is becoming increasingly serious in the developing world as well as much of the industrially advanced world; on the development of human resources as an essential means of attaining the goal of fuller employment as well as greater satisfaction and self-fulfilment at work and in the community; on the extension of sound social security schemes guaranteeing at least minimum protection to the widest possible sectors of the population; on measures to bring about greater equality and a greater humanisation of life and work; on the prevention and control of the most severe occupational hazards and diseases; and on the promotion of sound systems of industrial relations and of effective procedures for social participation without which social advance in all these other fields is impossible.

Much remains to be done to translate this general approach into a detailed programme of action which weighs fully the relative priority of alternative courses of action and the cost-effectiveness of the various possible courses. That is the immense task on which the ILO must now increasingly concentrate its energies.

APPENDIX I

ILO POLICY STATEMENT FOR THE THIRD SESSION OF THE UNITED NATIONS CONFERENCE ON TRADE AND DEVELOPMENT, ADOPTED BY THE GOVERNING BODY AT ITS 185th SESSION (FEBRUARY-MARCH 1972)

Trade, Development Co-operation, Employment and Labour in the Second Development Decade

1. In order to secure the fuller and broader utilisation of the world's productive resources necessary for the achievement of the objectives set forth in its Constitution, the International Labour Organisation is pledged, under that Constitution, to full co-operation with all international bodies entrusted with a share of the responsibility for promoting " the economic and social advancement of the less developed regions of the world ", assuring " greater stability in world prices of primary products ", and promoting " a high and steady volume of international trade ".

2. The ILO welcomes the opportunity to participate in the efforts of the international community designed to create a more just and rational world economic and social order in which equality of opportunities should be as much a prerogative of nations as of individuals within a nation. By reason of its tripartite organisation, its long tradition in dealing with social matters and its responsibility, defined in the Declaration of Philadelphia annexed to its Constitution, for examining and considering international economic and financial measures from the point of view of their social effects, the ILO offers a suitable forum for studying, discussing and seeking solutions to the important problems involved in the relationship between international trade, development co-operation, employment and labour.

3. The ILO programme has been drawn up in the context of the International Development Strategy for the Second United Nations Development Decade, with the intention of promoting those aims and objectives of the Strategy that fall within the ILO's competence.

4. The ILO has a particular concern for employment, including the conditions of employment; fuller employment in humane working conditions is seen as a means to achieving better conditions of life for all. Measures relating to the liberalisation of trade and to international co-operation should not only appreciably raise the level of employment, but contribute to a fairer distribution of income and wealth, promote both social justice and the efficiency of production, improve income security, extend and improve education, public health, nutrition, housing and social protection, and safeguard the environment. Throughout this statement the word " employment " should be interpreted within this broad context.

5. The ILO has undertaken research, training and operational programmes, and has formulated international standards which could make an important contribution to the achievement of the aims envisaged.

6. Though measures to liberalise trade may create short-term problems of displacement and market disruption, their longer term effect may be expected to be generally beneficial to workers, employers and consumers in both exporting and importing countries, provided that they are integrated into co-ordinated policies for development and encourage full and productive employment. Democratic participation in planning, based on respect for the rights of all concerned, especially organisations of employers and of workers, will contribute to the success of the measures planned.

7. Practical measures to be taken concern both the developing and developed countries. To the fullest possible extent, the former must have greater opportunities for exporting at fair prices and under conditions which promote their development; and, in the latter, working and living conditions must develop without set-backs. Moreover, if developing countries earn more foreign exchange through increased exports this will enlarge, *inter alia*, their imports from the developed countries and create new employment opportunities there.

8. With a view to protecting and improving jobs and incomes, technological change and changes of economic structure resulting from changing trade patterns must be accompanied by a whole series of measures such as those described in paragraphs 23 to 27 below.

9. Expansion of trade between developing and developed countries having different economic and social systems can contribute to the improvement of employment and labour conditions in both developing and developed countries.

10. Liberalisation of trade and measures of adaptation as mentioned in paragraph 8 are of special importance in the case of commodities with a large employment potential in developing countries or substantial employment consequences in developed countries.

Measures to Expand and Protect Employment and to Improve Working and Living Conditions in Developing Countries

11. Measures to increase the exports and export earnings of developing countries make a valuable contribution to the improvement of their employment situation and working and living conditions. They make it possible to increase the number of jobs directly contributing to the production of exports; they enhance a country's import capacity, including the capacity to import equipment for setting additional people to work; if earnings are fairly distributed they may lead to further increases in demand and employment.

12. Measures for employment promotion and for improved working and living conditions in developing countries are primarily the responsibility of the countries themselves. Their development policies should be oriented, *inter alia*, to these objectives, and should include measures to increase exports and export earnings, for example by maintaining and intensifying efforts to expand trade among themselves, on a regional and inter-regional basis. They should, in particular, elaborate mutually beneficial and preferential trade arrangements which foster the rational and outward-looking expansion of production and trade, and avoid undue injury to the trading interests of third parties, including third developing countries.

13. Nevertheless, international co-operation with the full participation of the industrialised countries remains essential for the attainment of the objectives mentioned above. An improvement in the existing international division of labour and the solution of such questions as international monetary prob-

lems, inflation and discriminatory and restrictive trade practices resorted to by any country will contribute to the attainment of those objectives.

14. Workers engaged in export firms should enjoy working and living conditions which should form the subject of collective bargaining in accordance with national practice and within the framework of the country's co-ordinated policy for development. The whole population should benefit from fair distribution of the increases in national revenue produced by exports; collective investments in various social fields such as education, health, housing and social security are among the ways of ensuring this. International trade liberalisation will contribute to the attainment of these objectives.

15. From the point of view of the present and future situation in developing countries as regards both the improvement of living and working conditions and employment expansion, the developed countries should apply the provisions of paragraphs 25, 26, 33 and 34 of the International Development Strategy, as adopted. These paragraphs provide, *inter alia*, that the developed countries:

(a) will not, ordinarily, raise existing tariff or non-tariff barriers, nor establish new tariff or non-tariff barriers, on the primary, manufactured or semi-manufactured products of export interest to developing countries;

(b) will accord priority to reducing or eliminating duties and other barriers to imports of primary products, including those in processed or semi-processed form, and continue and intensify consultations with a view to giving effect early in the Decade to measures for the relaxation and progressive elimination of non-tariff barriers affecting trade in manufactures and semi-manufactures of interest to developing countries.

16. Measures to expand and stabilise the earnings of developing countries from agricultural exports are a major element in the problem, in view of the present importance of agriculture, since most of the population in developing countries live in rural areas. Particular attention should be paid to raising their working and living standards.

17. In all discussions and negotiations concerning the stabilisation of export earnings from commodities whose prices are subject to violent fluctuations, and concerning the priority to be accorded to reducing or eliminating duties and other barriers to imports of primary products, including those in processed or semi-processed forms, the export of which will promote improved employment and labour conditions in the developing countries, full regard should be paid to their effects on the level and stability of employment and on conditions of life and work in those countries.

18. The elimination of excise and import duties on non-competing products having a substantial potential for improving working and living conditions in developing countries would make a significant contribution to the solution of their problems of underdevelopment.

19. Where natural products are able to satisfy present and anticipated world consumption requirements, the production or utilisation of directly competing synthetic products should not be given special encouragement in the context of national policy unless this is justified for reasons of ensuring supplies or technological progress. Environmental considerations should be taken into account in deciding whether to use natural or synthetic products.

20. Living, employment and working conditions should be given special weight in bringing into operation generalised schemes of preferences and other measures for improved access for exports from developing countries in accordance with the International Development Strategy; all countries concerned

should, so far as possible, refrain from making exceptions of products with substantial potential for improving living and working conditions and creating employment in developing countries, and should as far as possible extend preferential treatment to processed agricultural products.

21. Full regard should be paid in discussions and negotiations concerning the structure of import duties and non-tariff barriers to the very great potential scope for improving working and living conditions and creating employment in developing countries in the processing of their own raw materials, and to the fact that at present the less capital-intensive manufactures and semi-manufactures are the type of export on which many developing countries count most heavily for increasing employment and improving working and living conditions outside agriculture.

22. The goals and targets set forth in the International Development Strategy as adopted and the measures for international development co-operation provided for therein are of primary importance for the achievement of improvements in working and living conditions and for the level and structure of employment in the developing countries.

Measures relating to Conditions of Life and Work and Employment in Developed Countries within the Framework of Trade Liberalisation

23. With a view to ensuring in all countries expanded employment opportunities and improved living and working conditions, the policies of the developed countries should aim at spreading widely the benefits of trade liberalisation.

24. Vigorous policies to safeguard living standards, working conditions and full productive employment in developed countries will facilitate trade liberalisation measures by those countries.

25. Effective measures should be taken to combat unemployment in all its forms.

26. Workers and their families should enjoy protection against any possible adverse consequence of trade liberalisation. Such policies should be financed largely from public funds, supplemented as appropriate by collective bargaining provisions. If such measures are applied within the framework of a broader co-ordinated programme to provide protection against hardship from all kinds of structural changes, the difficulty of deciding whether a particular displacement or threat of displacement is attributable to increased imports or to other causes will be partly or wholly avoided.

27. Such measures should include procedures—

(i) for reducing the geographical displacement of workers when jobs are available or can be created locally;

(ii) for facilitating the redeployment of workers to jobs which offer economic and social advantages; and

(iii) for maintaining the workers' incomes during transitional periods, or, if necessary, an extended period.

Programmes for continuous training and retraining, with proper financial support for trainees, are essential to carry out such policies.

Measures to Promote Participation by Employers' and Workers' Organisations

28. Employers' and workers' organisations can and do in many cases play an important part in preparing and implementing development plans which must allow for changes in international trade in the developing and the de-

veloped countries. Their active participation at all levels of economic and social planning is to be considered within the framework of the specific responsibilities of the various sectors of the population in the process of development and in the mobilisation of public opinion as provided for in the International Development Strategy. They could negotiate measures coming within national and international policies and promote the application of such measures by all available means, including information and training for their members.

The ILO's Contribution

29. By defending the principles and standards adopted on the basis of agreements freely concluded between governments, workers and employers the ILO will help to achieve the essential objectives of the International Development Strategy, which consist of promoting " a better and more effective system of international co-operation whereby the prevailing disparities in the world may be banished and prosperity secured for all ".

30. In addition to its participation in the World Employment Programme in co-operation with other international organisations, the ILO is pursuing its whole range of activities in order to provide better living and working conditions in a universal manner and without any discrimination. It is at present arranging, in co-operation with other international organisations, especially UNCTAD, for the preparation of a number of studies in the field of the employment and labour implications of trade and development. These aim at:

(i) identification of the goods from the developing countries, liberalisation of the import of which into industrialised countries, in accordance with the relevant principles of the International Development Strategy of the United Nations, would have the greatest impact on the employment situation in the developing countries;

(ii) assessing the effect on employment of increases or decreases in the importation of such goods by the industrialised countries;

(iii) assessing the order of magnitude of the employment effects in both developing and industrialised countries; and

(iv) analysing appropriate policies for coping with possible adjustment problems;

these studies to cover not only problems of reducing the displacement of workers and of finding jobs for displaced workers, but also of identifying and overcoming skill shortages which may threaten to prevent countries from taking advantage of access to new markets. The results of these studies will be submitted when appropriate to tripartite ILO meetings.

31. As the technology used in industrial processes has a considerable effect on employment, the ILO will continue to support studies aiming at the development of such labour-intensive techniques as are not less productive than more capital-intensive techniques. The development and application of labour-intensive technology would increase employment.

32. Special attention will be given to the implementation of the ILO Convention and Recommendation (No. 122) concerning employment policy adopted by the International Labour Conference at its 48th Session in 1964 and to the implementation of the resolution concerning social problems raised by multinational undertakings, adopted by the Conference at its 56th Session in 1971. In order to meet these problems the ILO is scheduling a tripartite meeting to study this matter some time later in 1972, at which questions of employment and conditions of work and life will also be studied.

33. Special attention will be given to strengthening elements in the ILO's technical co-operation programmes that directly contribute, within the ILO's mandate, to export promotion.

34. The ILO will make every effort in its educational activities to deal with questions of the relationship between trade on the one hand and employment and conditions of life and work on the other. These questions will also be covered as appropriate in reports reviewing progress in the attainment of the objectives of the World Employment Programme.

35. The ILO hopes that measures of trade liberalisation in favour of the developing countries can be adopted at an early date, since existing studies suggest that such measures may have considerable effects on the level of employment and on living conditions in developing countries, while further action can be taken to combat the minimum and short-term effects which those measures may have on the level of employment in the industrialised countries.

* * *

Note of Reservations

Position of Government Members of the Governing Body

There was a clear and general understanding among the members of the Governing Body that the policy statement presented in its name should not be considered to commit any government with regard to its future policy or to prejudice the attitude that it will adopt at the Third Session of the United Nations Conference on Trade and Development.

In the debate a number of Government members reaffirmed this position, stressing that the UNCTAD was essentially an economic conference and that the ILO was concerned with economic matters only to the extent that they had social consequences. Special reference was made to paragraph 35 of the policy statement, relating to measures of trade liberalisation, which was regarded as referring to a subject outside the ILO's competence.

The Government members from developing countries gave explicit support to the policy statement, which they regarded as both the minimum which could be accepted in such a document and the maximum agreement which could be reached in the present circumstances. Some members expressed regret that the statement made too many reservations, *inter alia*, with regard to the possible adverse consequences of trade liberalisation for workers in advanced countries, and felt that in some respects it therefore lacked conviction and strength.

Views of Employer Members of the Governing Body

While some of the Employer members agreed in general with the policy statement, others asked for their opposition to it to be explicitly recorded. All the Employer members expressed serious reservations on several points in the text. The main reasons for their attitude are outlined below.

A number of Employer members expressed concern that the great majority of the Government members of the Governing Body had reserved their position on the statement and had stressed that their governments would not be bound by it during the discussions at the forthcoming UNCTAD. This considerably diminished its value. They were all the more concerned in that the Employers would not be present at that Conference. It was therefore necessary for them to reserve their position clearly and explicitly during the present discussions.

Several Employer members stated that, although they agreed that there was a relationship between trade and economic development on the one hand and social development on the other, the ILO would commit a basic error if it were to exceed its field of competence, namely social questions. In fact the statement did enter into areas of no direct concern to the ILO. They felt that the statement should only describe the ILO's awareness of, and interest in, the effects which trade liberalisation might have on working and social conditions and should state precisely the mandate and possible action of the ILO.

Some Employer members also expressed the view that the statement was not realistic since it apparently assumed that trade liberalisation would have no adverse effects on conditions in advanced countries. This was economically inconceivable; some sacrifices would have to be made by all concerned in those countries. They noted that it was easier to accept recommendations on trade liberalisation in an international context than to implement them, or even find acceptance for them in national circumstances.

APPENDIX II

ACTION TAKEN ON THE RESOLUTIONS ADOPTED BY THE INTERNATIONAL LABOUR CONFERENCE AT ITS 51st TO 56th SESSIONS

The International Labour Conference adopted unanimously at its 46th (1962) Session a resolution inviting the Governing Body to request the Director-General to include each year in his Report to the Conference a chapter setting out the steps taken to give effect to resolutions adopted at previous sessions and the results achieved. In pursuance of a decision taken by the Governing Body at its 152nd (June 1962) Session the Director-General's Report to the Conference regularly includes an appendix reviewing the implementation of resolutions adopted by the Conference over the previous five years.

The present appendix provides information on steps which have been taken in 1971 to give effect to the resolutions adopted by the Conference at its 51st to 56th Sessions. Some resolutions adopted at those sessions are not mentioned here because the action taken on them has been completed and described in the Director-General's Reports to previous sessions of the Conference.

In order to facilitate consultation of this appendix, the resolutions have been grouped according to subject areas, rather than, as in previous years, in the order in which they were adopted.

Tripartism

Resolution concerning the Strengthening of Tripartism in the Over-all Activities of the International Labour Organisation

In this resolution, adopted at its 56th (1971) Session, the Conference invited the Governing Body to consider all measures necessary to ensure that the tripartite structure is fully effective in respect of the entire range of the ILO's activities; to give particular attention to the full integration of all types of ILO activities in order that, in particular, standard-setting activities and technical co-operation become mutually reinforcing on the basis of tripartite elaboration, implementation and control; to request the Committee of Experts on the Application of Conventions and Recommendations to examine the question of whether equality of representation between workers and employers is being accorded in tripartite bodies where this is provided for in international labour instruments, and to consider the measures which the ILO could take to ensure implementation of article 23, paragraph 2, of the Constitution; and to recommend to governments that they consult the most representative organisations of employers and workers before finalising replies to ILO questionnaires relating to items on the agenda of the Conference. It further invited the Governing Body to request the Director-General to remind governments of their obligation to send tripartite delegations to the General Conference and the regional conferences, to request them, when communicating the credentials of members of national delegations, to state which employers' and workers' organisations were consulted, and to examine to what extent and for what reasons member countries were not fulfilling their obligations to send tripartite delegations to

ILO conferences. With regard to technical co-operation, the resolution invited the Governing Body to consider the possibility of instituting a tripartite supervisory and inspection system for technical co-operation programmes and projects, and requested that the Director-General ensure that employers' and workers' organisations are fully associated with the recruitment of experts.

Action was taken on this resolution by the Governing Body at its 183rd (June 1971) Session. As a result of the Governing Body's decision, the resolution was communicated to the governments of member States and through them to employers' and workers' organisations, as well as to international employers' and workers' organisations and to the intergovernmental agencies concerned. Governments were requested to take steps to ensure the presence of properly constituted tripartite delegations, whose members are able to act in full independence of one another, at the General Conference, regional conferences and Industrial Committees; they were also requested to consult the most representative organisations of employers and workers before replying to ILO questionnaires relating to items on the agenda of the Conference. The Committee of Experts on the Application of Conventions and Recommendations was requested to give particular attention to the question of equality of representation of workers and employers in tripartite bodies where provision for this is made in international labour instruments and to the implementation of article 23, paragraph 2, of the Constitution.

The possibility of setting up, within the Committee on Operational Programmes, a tripartite working party responsible for evaluating technical co-operation programmes and projects is to be further considered by the Committee on Operational Programmes at the November 1972 Session of the Governing Body. Another measure designed in particular to strengthen tripartite control and evaluation of the ILO's technical co-operation activities, has been the decision to hold additional sessions of the ILO's regional advisory committees, beginning with the Inter-American and African Advisory Committees in 1972, to review and evaluate the ILO's activities in their respective regions.

Resolution concerning Freedom of Speech of Non-Governmental Delegates to ILO Meetings

In this resolution, adopted at its 54th (June 1970) Session, the Conference affirmed the importance it attached to the complete safeguarding of the right of Employers' and Workers' delegates to the Conference and members of the Governing Body to express themselves freely, both during and subsequent to the discharge of their duties, on questions within the competence of the ILO.

At its 181st (November 1970) Session the Governing Body authorised the Director-General to communicate this resolution to the governments of member States and to employers' and workers' organisations. As requested by the Governing Body, the Director-General, in so doing, drew the attention of member States to the fact that the resolution records the understanding of the Conference of the scope of the obligations deriving from article 40 of the Constitution on the matter at issue, as part of the body of constitutional practice of the Organisation.

The terms of the resolution are now recalled in the Note for the Delegates which is published in the *Provisional Record* at the beginning of every session of the Conference.

Human Rights

Resolutions concerning Human Rights

The Conference has in recent years adopted a number of resolutions relating to human rights, including a resolution concerning the International

Covenants on Human Rights and the measures which the ILO should adopt in regard thereto (adopted at the 51st (1967) Session), a resolution concerning action by the ILO in the field of human rights and in particular with respect to freedom of association (adopted at the 52nd (1968) Session), and a resolution concerning trade union rights and their relation to civil liberties (adopted at the 54th (1970) Session).

Action taken on these resolutions has been described in previous Reports. In 1971 preliminary consultations took place with the United Nations concerning inter-agency collaboration in the implementation of the Human Rights Covenants on their entry into force; the Governing Body at its 184th (November 1971) Session approved certain proposals submitted by its Committee on Freedom of Association with a view to making the procedures of the Committee more effective; and research carried out by the Office in pursuance of the resolution concerning trade union rights and their relation to civil liberties has resulted, *inter alia*, in the publication in the *International Labour Review* (Vol. 105, No. 1, January 1972) of an article entitled: " Protection of trade union rights: twenty years' work by the Committee on Freedom of Association ".

Resolution concerning the Examination by the ILO of the Labour and Trade Union Situation in Spain

In this resolution, adopted at its 53rd (1969) Session, the Conference took note of the interim report of a study group which had been appointed to examine the labour and trade union situation in Spain.

The Governing Body took note of the group's final report at its 177th (November 1969) Session and gave further consideration thereto at its 181st (November 1970) and 182nd (March 1971) Sessions. A full account of the action taken or envisaged on this resolution was given in Chapter I of the Report of the Director-General (Part 2) to the 56th (1971) Session of the Conference.

The full text of the new Spanish Trade Union Act, passed on 17 February 1971, has been published in the *Legislative Series* of the ILO (1971—Sp. 1), and five articles representing different points of view and assessing the effect of the new Act were published in the March 1972 issue of the *International Labour Review* (Vol. 105, No. 3).

Resolution concerning " Apartheid " and the Contribution of the International Labour Organisation to the International Year for Action to Combat Racism and Racial Discrimination

In this resolution, adopted at its 56th (1971) Session, the Conference appealed to member countries to ratify and apply the International Convention on the Elimination of All Forms of Racial Discrimination and the Discrimination (Employment and Occupation) Convention, 1958 (No. 111). It condemned the continued suppression of human and trade union rights in several countries and called for the release of all persons imprisoned for their trade union or political activities. Member countries were urged to intensify their efforts to secure the elimination of *apartheid*, and the Governing Body was invited to ask the Director-General, *inter alia*, to disseminate information about *apartheid* as widely as possible, and to submit proposals for dealing with the various forms of racial discrimination other than *apartheid*.

At its 183rd (June 1971) Session the Governing Body authorised the Director-General to communicate the resolution to the governments of member States, to national and international employers' and workers' organisations, to the Secretary-General of the United Nations and to the intergovernmental

agencies concerned, drawing their attention to the various paragraphs of the resolution of particular interest to them. In addition, at its 184th (November 1971) Session the Governing Body approved the Director-General's plans for publishing future special reports on *apartheid*, and other ILO documents on racial discrimination, in Arabic, and if possible in other languages in addition to the present languages of publication. On the basis of proposals submitted by its Committee on Discrimination, the Governing Body also invited the Committee of Experts on the Application of Conventions and Recommendations: to continue to give special attention to problems relating to the elimination of all forms of discrimination in employment on grounds such as race, colour, religion, national extraction, social origin and other similar criteria, including problems of minorities; and to consider fully the possibility of recommending recourse to the procedure of direct contacts between the ILO and the governments of ratifying countries where questions relating to the application of Convention No. 111 appeared to require clarification. At the same time the Director-General was requested to take any necessary steps to ensure co-operation with the United Nations in carrying out any specific United Nations studies and surveys concerning forms of discrimination relevant to the ILO's field of competence, as well as to submit detailed proposals for an extension of the ILO's discrimination programme to include the preparation, with the agreement of the government concerned, of impartial surveys on national situations.

The brochure entitled " The ILO and *Apartheid* " has been brought up to date and reprinted in English and has also been issued in Afrikaans, Arabic and Swahili.

Human Resources, Population and Employment

Resolution concerning International Co-operation for Economic and Social Development

In this resolution, adopted at its 51st (1967) Session, the Conference invited the Governing Body to request the Director-General to co-operate fully with the Secretary-General of the United Nations in furthering planning for concerted international action for the period after the First Development Decade; to prepare plans for intensifying ILO action, including the formulation of targets in the field of employment and human resources development and improvements of conditions of work and life, as well as the periodic publication of progress reports, in order to make international action in the period after the First Development Decade a concerted attack on world poverty; to assist member States in overcoming problems of structural adjustment resulting from the expansion of international trade and from technological change by providing guidance with respect to the implementation of active manpower policies in conformity with the Employment Policy Convention (No. 122) and Recommendation (No. 122), 1964, and with respect to the promotion of training and retraining of workers in conformity with the Vocational Training Recommendation, 1962 (No. 117); to continue activities to ensure the widest understanding for the requirements and possibilities of international co-operation for development by strengthening ILO action in the field of workers' education and management development, and through programmes to assist workers' and employers' organisations in developing countries in establishing machinery for participation in the preparation and execution of economic and social policies; and to prepare on the occasion of the fiftieth anniversary of the ILO in 1969 a world plan for employment and human resources development.

The action taken on this resolution in 1971 is described in the body of the present Report. In particular, the steps taken to implement the World Employment Programme, which was drawn up largely in response to this resolution, are described in Chapter II.

Resolution concerning the Relations between International Trade and Employment

In this resolution, adopted at its 56th (1971) Session, the Conference invited the Governing Body to request the Director-General to carry out a study on the relationship between the principles, standards and practices of international trade and the World Employment Programme; and to contact the appropriate organs and bodies of the United Nations, as well as GATT, to ensure that full consideration is given to the effects on employment, wages and conditions of life in economic development and trade during the Second Development Decade when they establish and put into effect their own programmes.

At its 184th (November 1971) Session, the Governing Body examined the whole question of trade, aid, employment and labour. In pursuance of decisions taken by the Governing Body at that session, a statement was adopted by the Governing Body at its 185th (February-March, 1972) Session to serve as the basis for an ILO policy statement to the Third Session of the United Nations Conference on Trade and Development [1]; the Governing Body also has under consideration possible ILO action relating to fair labour standards in international trade; and work has been put in hand on a long-term research project to determine the goods in respect of which trade liberalisation would create the greatest volume of employment in developing countries, to assess the employment effects of trade changes in both developing and industrialised countries, and to assess the effectiveness of manpower adjustment policies in dealing with such employment problems as may arise.

Resolution concerning the Influence of Rapid Population Growth on Opportunities for Training and Employment and on Welfare of Workers

In this resolution, adopted at its 51st (1967) Session, the Conference invited the Governing Body to request the Director-General to undertake a comprehensive study of the influence and consequences of rapid population growth on opportunities for training and employment and on the welfare of workers, with particular reference to developing countries; and to submit to the Governing Body, in the light of such a study, proposals for further action that might be taken by the ILO within its field of competence and in close co-operation with the United Nations and other competent national, regional or international organisations.

The preliminary draft of the study presented to the Governing Body at its 173rd (November 1968) Session was revised and is now being finalised. At the same session the Governing Body approved proposals concerning the broad lines of ILO action in the field of population.

The support of the United Nations Fund for Population Activities (UNFPA) for ILO action in the field of population has continued and increased. Among the projects implemented in 1971 with UNFPA support were a four-man ILO mission which visited Egypt in the spring and drew up proposals for an intensive family-planning programme directed specifically towards workers; an Asian employers' seminar on population and family planning (New Delhi, March 1971); and a trade union seminar for English-speaking sub-Saharan Africa (Nairobi, October 1971). A regional adviser for Asia on workers' education in population questions took up his post early in 1971. One of his first tasks was the organisation of national orientation courses on population and family planning for labour leaders and workers' educators in the Philippines, India and Indonesia.

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[1] See Chapter I, and Appendix I.

The UNFPA has approved further projects totalling $1,289,000 for execution by the ILO in 1972. They include the appointment of a number of regional advisers in the field of workers' education in population questions; the organisation of a series of seminars at the regional, sub-regional and national levels; and various other activities for the orientation of employers in their role in population matters, including a number of national orientation courses in Asia and a series of regional seminars for employers in other areas. Furthermore, a symposium is to be held in Asia in 1972, with the participation of representatives of trade unions, employers' organisations, labour administrations and national family-planning bodies, with a view to laying the basis for an intensive programme of family planning and related measures for the benefit of workers' families in the organised sector in that region. Within the framework of the ILO's World Employment Programme a large-scale research and action programme on population and employment, also financed by the UNFPA, has begun in 1972; its purpose is to throw light on the employment effects of rapid population growth and to stimulate the adoption of appropriate policies.

Resolution concerning the Outflow of Trained and Highly Qualified Personnel from Developing Countries

In this resolution, adopted at its 52nd (1968) Session, the Conference invited the Governing Body to request the Director-General to study all aspects and factors involved in the outflow of trained and highly qualified personnel from developing countries; and to submit the conclusions of his studies to the Governing Body not later than at its 175th (May-June 1969) Session, with recommendations for action by the ILO in co-operation with the United Nations and the specialised agencies and by the developing countries themselves; and to communicate to the United Nations any information on the problems at the disposal of the ILO.

In the course of missions carried out under the World Employment Programme and in technical co-operation projects in the field of manpower planning particular attention has been paid to the possible effects of the " brain drain " on the national employment situation. In most cases, these effects have been found to be less severe than was feared five years ago.

The Office has continued to collaborate with the other organisations in the United Nations family in the provision of information on this subject.

Social Security

Resolution concerning Future Activities of the International Labour Organisation in the Field of Social Security

In this resolution, adopted at its 56th (1971) Session, the Conference invited the Governing Body to request the Director-General to intensify efforts for the rapid extension of social security coverage, to examine lines of action for the adjustment of social security benefits to variations in the cost of living, to study the degree to which harmonisation of social security schemes fosters regional economic and social integration, to examine, and to propose possible remedial actions for, the problems posed by technological progress, to examine the problems caused by the difference between various types of social security benefits and to pay more attention to problems of social security in workers' education and management training programmes. The resolution also urged that the fullest possible use be made of technical co-operation programmes in order to strengthen and expand aid and technical and material assistance for setting up

national social security programmes so as to promote the ILO's objectives in the field of social security and to give special consideration to such action in relation to the World Employment Programme.

At its 184th (November 1971) Session the Governing Body requested the Director-General to communicate the resolution to governments, employers' and workers' organisations, and to the United Nations; to take account of the requests contained in the resolution in the implementation of the 1972-73 Programme and Budget, in the preparation of the Long-Term Plan for 1974-79 and in formulating proposals for future action in the framework of the in-depth review of the social security programme.

At its 185th (February-March 1972) Session the Governing Body began an in-depth review of the social security programme on the basis of a document prepared by the Office which fully took into account the points covered in the resolution.

Occupational Safety and Health

Resolution concerning Occupational Health, Occupational Diseases in General, and the Special Measures to Be Taken for the Prevention and Control of Occupational Cancer

In this resolution, adopted at its 51st (1967) Session, the Conference invited the Governing Body to request governments to report on the application of the Occupational Health Services Recommendation, 1959 (No. 112); to take action to bring up to date the list of occupational diseases in the schedule to the Employment Injury Benefits Convention, 1964 (No. 121); and to give careful consideration to the whole question of occupational cancer with a view to developing suitable measures for its prevention and control.

The action taken in previous years on the first two of these requests has been described in previous reports to the Conference. At its 183rd (May 1971) Session the Governing Body decided to place the question of control and prevention of occupational cancer on the agenda of the 58th (1973) Session of the Conference. In preparation for the Conference discussion, a Meeting of Experts on the subject was held in January 1972.

Resolution concerning Additions to Schedule I—List of Occupational Diseases—to the Employment Injury Benefits Convention, 1964

This resolution, adopted by the Conference at its 54th (June 1970) Session, requested the Governing Body to arrange for the addition of three classes of diseases to the list of occupational diseases, to convene a meeting of experts to prepare a new draft list and to include the revision of the list in the agenda of an early session of the Conference.

No further action was taken on this resolution in 1971. A meeting of experts, the first stage in the revision of the list, will be convened as soon as possible.

Resolution concerning the Revision of the Model Code of Safety Regulations for Industrial Establishments for the Guidance of Governments and Industry, Published by the International Labour Office

In this resolution, adopted by the Conference at its 54th (June 1970) Session, the Conference requested the Governing Body to invite the Director-General to convene a meeting of experts to bring the model code up to date and to arrange for a periodic review of the regulations.

The Governing Body has requested the Director-General to undertake a revision of the model code in the next few years with expert assistance. Regulation 15, concerning elevators and built-in hoists, has been revised and is now in course of publication.

Resolution concerning Participation by the International Labour Organisation in the United Nations International Conference on the Human Environment in 1972

In this resolution, adopted at its 54th (June 1970) Session, the Conference requested the Governing Body to arrange for the selection of an appropriate, tripartite ILO delegation to ensure the fully effective participation of the ILO, within its field of competence, in the work of the Preparatory Committee for this Conference and in the Conference itself.

The Office has participated fully in all the relevant preparatory activities. In addition to being represented at the different sessions of the Preparatory Committee, the Office has prepared two basic papers as part of the documentation to be prepared by the United Nations and its agencies and other interested organisations. These basic papers are being integrated into the principal working documents for the Stockholm Conference. The Office has also contributed to a consolidated document on the work of the United Nations and its associated agencies in the field of the human environment and which will be presented to the Stockholm Conference, and has participated in the preparatory work for a draft Declaration on the Environment.

In view of the present financial circumstances, the Governing Body decided at its 185th (February-March 1972) Session, not to appoint a tripartite delegation to the Stockholm Conference.

Workers' Education

Resolution concerning Action by the International Labour Organisation in the Field of Workers' Education

In this resolution, adopted unanimously at its 54th (June 1970) Session, the Conference recommended various means of action to strengthen ILO activities in the field of workers' education, emphasising that the development of modern society based on scientific and technological progress is conditional upon and calls for rapid expansion in workers' education, so as to enable workers to take a more active part in national and international life.

An in-depth review of the workers' education programme is to be considered at a forthcoming session of the Governing Body. The document being prepared on this subject for consideration by the Governing Body will take account of the Conference resolution and of suggestions made by members of the Panel of Consultants on Workers' Education at their meeting in May 1971, particularly as regards programme content, new dimensions for development, means of action and resources.

Multinational Corporations

Resolution concerning the Social Problems Raised by Multinational Undertakings

In this resolution, adopted at its 56th (1971) Session, the Conference expressed the wish that a meeting, provided for in the Programme and Budget for 1972-73, concerning the relationship between multinational undertakings and

social policy be held as soon as possible, and requested the Governing Body to decide, in the light of the conclusions reached at the meeting, what action the ILO should take on the question, including its examination by the Conference at a future session.

The meeting is scheduled to be held this year.

Migrant Workers

Resolutions concerning Migrant Workers

In a resolution concerning action by the International Labour Organisation for migrant workers, adopted at its 51st (1967) Session, the Conference invited the ILO to intensify its activities to guide, stimulate and co-ordinate efforts of member States on behalf of migrant workers, to urge member States to ensure equal economic and social treatment for migrant workers and nationals and to request member governments to report on their law and practice with regard to freedom of association and the other matters covered by Article 6 of the Migration for Employment Convention (Revised), 1949 (No. 97). The resolution invited the Governing Body to consider presenting a report to the Conference on the working of that Convention.

The main themes of this resolution were taken up again and expanded in a resolution concerning ILO action for promoting the equality of migrant workers in all social and labour matters adopted by the Conference at its 56th (1971) Session. That resolution invited the Governing Body to request the Director-General to give priority to the various problems confronting migrant workers and prepare a co-ordinated programme of action, to appeal to host countries not to use the presence of migrant workers to exert pressure, to undertake various studies on the nature and extent of discriminatory practices and the means of remedying them, to give particular attention to the serious human and social problems facing migrant workers, to study the laying down of rules governing repatriation of workers to their country of origin, to intensify the activities of the ILO with regard to social welfare, security and assistance for migrant workers and their families, and to draw the attention of member States to the effective and practical advantages of concluding agreements as comprehensive as possible on the protection of migrant workers. The resolution further invited the Governing Body to request the Director-General to submit to it during the 1972-73 biennium a general study on migrant workers, to consider the need for revising the existing instruments and drawing up new instruments, to request the Director-General to obtain information on policies, plans and programmes for the achievement of full and productive employment and to include the problem of migrant workers in the agenda of one of the forthcoming sessions of the Conference.

As a first step in the implementation of this resolution, the Governing Body at its 184th (November 1971) Session requested the Director-General to submit to it at one of its forthcoming sessions the general study called for by the resolution. Work has now begun on the preparation of this study, which will include an assessment of the effectiveness of ILO action so far to deal with problems of migrant workers and will thus enable the Governing Body to draw up a programme based on priority needs.

Rural Workers

Resolution concerning the International Labour Organisation and Agrarian Reform

This resolution, adopted by the Conference at its 51st (1967) Session, made particular reference to the employment and social aspects of agrarian reform

and requested the Governing Body to arrange for consideration to be given at future sessions of the Conference to aspects of agrarian reform falling within the competence of the ILO.

A Recommendation concerning the improvement of conditions of life and work of tenants, share-croppers and similar categories of agricultural workers was adopted by the Conference at its 52nd (1968) Session. The ILO has continued, jointly with other international organisations, especially the FAO, to give attention to agrarian reform; it has been particularly active in participating in the work of the FAO Special Committee on Agrarian Reform, one of the members of which was nominated by the ILO. The ILO has also continued to give attention to agrarian reform in its technical co-operation activities—for example in UNDP Special Fund projects in Chile, Iran and Peru, where the ILO is concerned with aspects such as peasant organisations, the development of non-farm rural activities to reduce the pressure of population on land, and co-operatives. In addition, the ILO has undertaken considerable research, including action-oriented field investigation, on the question, particularly on the employment aspects of agrarian reform and the role of peasant organisations; the most recent publication was a collection of studies on agrarian reform and employment.

Maritime Workers

Resolutions concerning Holidays with Pay for Seafarers

In two resolutions, adopted respectively at its 54th (June 1970) Session and 55th (Maritime) (October 1970) Session, the Conference requested the Governing Body to invite the Joint Maritime Commission to consider at an early session the revision of the Paid Vacations (Seafarers) Convention (Revised), 1949 (No. 91) in the light of the provisions of the Holidays with Pay Convention (Revised), 1970 (No. 132).

At its 181st (November 1970) and 182nd (March 1971) Sessions, the Governing Body authorised the Director-General to communicate the resolutions to governments and employers' and workers' organisations. At its 185th (February-March 1972) Session the Governing Body decided to include this question in the agenda of the 21st Session of the Joint Maritime Commission.

Resolution concerning Industrial Relations in the Shipping Industry

In this resolution, adopted unanimously at its 55th (Maritime) (October 1970) Session, the Conference requested the Governing Body to arrange for an in-depth study by the ILO with the co-operation of governments, shipowners, and seafarers, into the various aspects of industrial relations in the shipping industry, especially such questions as existing legislation, the extent to which shipowners and seafarers are represented by their own organisations, the methods of settling disputes, industrial consultation and collective bargaining and relations on board ship and ashore. It further requested that the findings of this study be reported to the Joint Maritime Commission.

At its 182nd (March 1971) Session the Governing Body authorised the Director-General to communicate the resolution to governments and employers' and workers' organisations, drawing their special attention to the in-depth study requested in the resolution. At its 185th (February-March 1972) Session the Governing Body decided to include this question in the agenda of the 21st Session of the Joint Maritime Commission.

Resolution concerning the Health of Seafarers

In this resolution, adopted unanimously at its 55th (Maritime) (October 1970) Session, the Conference requested the Governing Body, in co-operation

with the World Health Organisation, to convene an early session of the Joint ILO-WHO Committee on the Health of Seafarers to deal with various outstanding questions, particularly the preventive care of the teeth and mouth and the effects of immersion in sea water.

At its 182nd (March 1971) Session the Governing Body authorised the Director-General to communicate the resolution to governments and employers' and workers' organisations, and to the Director-General of the WHO. It invited him to collaborate fully with the Director-General of the WHO with a view to giving effect to the resolution. Provision for convening the Joint ILO-WHO Committee is made in the Programme and Budget for 1972-73, but in view of the present financial circumstances no date has been appointed for this meeting.

Resolution concerning Revision of Maritime Conventions

In this resolution, adopted unanimously at its 55th (Maritime) (October 1970) Session, the Conference requested the Governing Body to have a study undertaken to assist the Joint Maritime Commission in deciding whether any of the international labour Conventions applying to seafarers should be revised and updated, and whether any of the international labour Recommendations should be supplemented by new instruments. This study should be referred to a session of the Joint Maritime Commission at an early date.

At its 182nd (March 1971) Session the Governing Body authorised the Director-General to communicate the resolution to governments and employers' and workers' organisations, requested him to undertake the study recommended in the resolution with a view to referring it to an early session of the Joint Maritime Commission, and further requested him, when making proposals for the agenda of an early session of the Joint Maritime Commission, to provide, if the findings of the study called for in the resolution warrant it, for the inclusion of proposals for the revision of appropriate international labour instruments applying to seafarers.

Resolution concerning the Convocation of the Joint Maritime Commission

In this resolution, adopted unanimously at its 55th (Maritime) (October 1970) Session, the Conference requested the Governing Body to convene a session of the Commission at an early date, in consultation with the parties concerned. The Programme and Budget for 1972-73 contains provision for convening a session of the Commission, but, in view of the present financial circumstances, no date has yet been fixed for this session.

Resolution concerning Compensatory Leave

In this resolution, adopted unanimously at its 55th (Maritime) (October 1970) Session, the Conference requested the Governing Body to call upon the Director-General to collect and publish up-to-date information concerning the arrangements in force in various countries concerning leave to which seafarers are entitled, including annual leave and compensatory leave for work done at weekend and on public holidays at sea and in port, and other special leave arrangements within the industry, applicable for example to various types of ships such as tankers, bulk carriers and container vessels.

At its 182nd (March 1971) Session the Governing Body authorised the Director-General to communicate the resolution to governments and employers' and workers' organisations, seeking their active co-operation in the collection of the up-to-date information requested in the resolution, and requested him to publish, in the most appropriate manner, and as and when possible, the information so requested.

Resolution concerning the Protection of Young Seafarers

In this resolution, adopted unanimously at its 55th (Maritime) (October 1970) Session, the Conference requested the Governing Body to arrange for various aspects of the protection of young seafarers to be examined in order to identify whether there are any areas in which a need can be demonstrated for further measures to be taken and to arrange for the results of this study to be submitted to an early session of the Joint Maritime Commission to obtain its advice as to the desirability of any further action.

At its 182nd (March 1971) Session the Governing Body authorised the Director-General to communicate the resolution to governments and employers' and workers' organisations and requested him to examine the possibility of carrying out the studies requested in the resolution for submission to an early session of the Joint Maritime Commission. At its 185th (February-March, 1972) Session the Governing Body decided to include this question in the agenda of the 21st Session of the Joint Maritime Commission.

Resolution concerning Flags of Convenience

In this resolution, adopted unanimously at its 55th (Maritime) (October 1970) Session, the Conference requested the Governing Body to ask the governments of member States, within the provisions of article 19 of the Constitution of the ILO, to report on an urgent basis on measures that have been taken in their respective countries to implement the provisions of the Seafarers' Engagement (Foreign Vessels) Recommendation, 1958 (No. 107), and the Social Conditions and Safety (Seafarers) Recommendation, 1958 (No. 108). The Conference further requested that an analysis of the replies of governments be submitted by the Office to the next session of the Joint Maritime Commission, which should consider what further action may be necessary.

At its 182nd (March 1971) Session the Governing Body decided that the governments of member States should be asked, within the provisions of article 19 of the Constitution of the ILO, to report on an urgent basis on measures that have been taken in their respective countries to implement the provisions of Recommendations Nos. 107 and 108. It also authorised the Director-General to communicate the resolution to governments and employers' and workers' organisations. At its 185th (February-March 1972) Session the Governing Body decided to include this question in the agenda of the 21st Session of the Joint Maritime Commission.

Resolution concerning Technical Co-operation

In this resolution, adopted unanimously at its 55th (Maritime) (October 1970) Session, the Conference requested the Governing Body to inform the governments, and through them the shipowners' and seafarers' organisations in each developing country, of the co-operation which the ILO can provide at the request of governments to assist them in implementing the International Seafarers' Code, and to advise governments of the advantages which such assistance can provide.

At its 182nd (March 1971) Session the Governing Body invited the Director-General to give effect to the request contained in the resolution and to take due account of it in the preparation and implementation of the ILO programme of technical co-operation. The Governing Body also authorised the Director-General to communicate the resolution to the United Nations for the special attention of the UNDP Governing Council, and to the Inter-Governmental Maritime Consultative Organisation.

Resolution concerning Regional Maritime Conferences

In this resolution, adopted unanimously at its 55th (Maritime) (October 1970) Session, the Conference urged the Governing Body to invite the Joint Maritime Commission to consider the advisability of convening in the near future regional maritime conferences on the lines of those which have already been held for the Asian region.

At its 182nd (March 1971) Session the Governing Body authorised the Director-General to communicate the resolution to governments and employers' and workers' organisations and invited him to bring forward the request contained in the resolution when making proposals for the agenda of a future session of the Joint Maritime Commission. It also invited him to bear in mind the request contained in the resolution when formulating proposals for the ILO's future programme of activities.

Resolution concerning Seamen's Welfare on Board Vessels (Sewage Disposal)

In this resolution, adopted unanimously at its 55th (Maritime) (October 1970) Session, the Conference requested the Governing Body to collaborate with the Inter-Governmental Maritime Consultative Organisation with the object of considering the question of promoting seamen's welfare on board vessels in port by studying the possibility of improving methods of sewage disposal from vessels, such that the sanitary facilities which are provided on board may be used without infringement of national and international legislation dealing with the avoidance of pollution.

At its 182nd (March 1971) Session the Governing Body authorised the Director-General to communicate the resolution to governments, to employers' and workers' organisations, and to the Secretary-General of the Inter-Governmental Maritime Consultative Organisation. It further requested him to collaborate fully with the latter in studying the problem of sewage disposal on the lines recommended in the resolution.

Resolution concerning the Minimum Basic Wage for Able Seamen

In this resolution, adopted unanimously at its 55th (Maritime) (October 1970) Session, the Conference established the current equivalent of the basic pay or wages for a calendar month of service of an able seaman as laid down in the Wages, Hours of Work and Manning (Sea) Recommendation, 1958 (No. 109). It concluded that the figures of £42 and US$ 100 could be regarded as the present equivalent of the wage figures contained in the Recommendation. It urged the Governing Body to invite the Joint Maritime Commission, at its next and each subsequent session, to review the question and to embody in a resolution the figures it considers at that time to be the equivalent of the wage figures contained in the Recommendation, having regard solely to the fall in the value of money. It also urged that, in giving effect to the Recommendation, Members should apply, in substitution for the wage figures contained therein, the figures set forth in the resolution and those subsequently recommended by the Joint Maritime Commission. Finally, it requested the Director-General to ensure that in connection with any examination of the effect given to the Recommendation account be taken of the terms of the resolution.

At its 182nd (March 1971) Session the Governing Body authorised the Director-General to communicate the resolution to governments and employers' and workers' organisations, and invited him to bear in mind the requests contained in the resolution when making proposals for the agendas of the next and each subsequent session of the Joint Maritime Commission and in

connection with any future reports to be requested under article 19 of the Constitution in respect of the Wages, Hours of Work and Manning (Sea) Recommendation, 1958 (No. 109). At its 185th (February-March 1972) Session the Governing Body decided to include this question in the agenda of the 21st Session of the Joint Maritime Commission.

Resolution concerning Continuity of Employment of Seafarers

In this resolution, adopted unanimously at its 55th (Maritime) (October 1970) Session, the Conference requested the Governing Body to invite the Director-General to submit a report on continuity of employment of seafarers to an early session of the Joint Maritime Commission.

At its 182nd (March 1971) Session the Governing Body authorised the Director-General to communicate the resolution to governments and employers' and workers' organisations. At its 185th (February-March 1972) Session the Governing Body decided to include this question in the agenda of the 21st Session of the Joint Maritime Commission.

Resolution concerning Sports Activities for Seafarers

In this resolution, adopted unanimously at its 55th (Maritime) (October 1970) Session, the Conference requested the Governing Body to invite the Joint Maritime Commission to study the problems involved in the possible establishment of an International Sports Committee for Seafarers, with a view to facilitating international co-operation including the preparation of programmes for International Sports Weeks and the organisation of the already-established International Football Series.

At its 182nd (March 1971) Session the Governing Body authorised the Director-General to communicate the resolution to governments, to employers' and workers' organisations, and to the international organisations concerned, and invited him to take account of the request contained in the resolution when making proposals for the agenda of an early session of the Joint Maritime Commission.

Resolution concerning International Co-operation in the Field of Seafarers' Welfare

In this resolution, adopted unanimously at its 55th (Maritime) (October 1970) Session, the Conference requested the Director-General to undertake studies on measures to be adopted for the further development of international co-operation in the field of seafarers' welfare and to submit the results of these studies to a coming session of the tripartite subcommittee set up to study the welfare of seafarers.

At its 182nd (March 1971) Session the Governing Body authorised the Director-General to communicate the resolution to governments, to employers' and workers' organisations and to the international organisations concerned, and invited him to undertake the studies requested in the resolution with a view to submitting the results of the studies to an early session of the Tripartite Subcommittee on Seafarers' Welfare of the Joint Maritime Commission.

Special Categories of Workers

Resolution concerning the Employment of Older Workers

In this resolution, adopted at its 54th (June 1970) Session, the Conference invited the Governing Body to co-ordinate the studies, projects and experiments carried out by member States concerning the employment of older workers with

a view to avoiding discriminatory practices in respect of the employment of such workers; to arrange for the Office to study the different systems and methods of continuous vocational training or retraining in order to secure better application of those found to be most effective with a view to adapting older workers to the needs resulting from technological developments, and the effects of pension schemes, in certain countries, on the employment of older workers; and to include the question of the employment and vocational training of older workers and the examination of a report on the above-mentioned study of the effects of pension schemes in the agenda of an early session of the Conference.

At its 181st (November 1970) Session the Governing Body requested the Director-General to submit to it at a subsequent session proposals for the co-ordination of the anti-discriminatory activities of member States in the field of the employment of older workers, to examine the possibility of carrying out the studies requested in the resolution, and to take account of the questions mentioned in the resolution in making proposals for the agenda of future sessions of the Conference. Provision is made in the Programme and Budget for 1972-73 for further research into the means of eliminating discrimination in access to employment on grounds of age, but in view of the present financial circumstances this project has had to be postponed.

Resolution concerning the Vocational Preparation of Girls and Women

In this resolution, adopted at its 52nd (1968) Session, the Conference invited the Governing Body to include the question of the vocational preparation of girls and women in the agenda of an early session of the Conference with a view to supplementing the Vocational Training Recommendation, 1962 (No. 117), in order to promote equality of treatment between male and female workers.

The replies of members of the ILO Panel of Consultants on Women Workers' Problems and of certain interested international organisations to a questionnaire on the vocational preparation of girls and women have been analysed, and the results will be made available to the Governing Body at an appropriate time when it considers the agenda of a future session of the Conference.

A seminar on the training of girls and women in relation to employment opportunities in Europe was organised by the International Centre for Advanced Technical and Vocational Training in Turin in June 1971. The main purpose of the seminar was to survey the prevailing situation, which involves substantial wastage of labour resources and underdevelopment of the talents and abilities of women, and to investigate means of improving the situation, with particular reference to the guidance and training of women in relation to employment opportunities. The seminar concluded that European industrial society is still dominated by traditional, largely male, values, and that real equality between men and women does not exist. It called for action to be taken in education, in vocational training and in the provision of social services to change traditional attitudes to the roles of the sexes in society, in work life and in the family. The seminar recommended that in-depth multidisciplinary studies should be carried out—many of them at the international level—in order to obtain a wider understanding of the special training and employment needs and problems of women, and to lay the ground for government action.

Resolution concerning Disabled Workers

In this resolution, adopted at its 52nd (1968) Session, the Conference invited the Governing Body to request the Director-General to carry out appropriate studies with a view to providing information on the basis of which the Governing Body could consider the question of placing on the agenda of

a future session of the International Labour Conference the possible revision of the Vocational Rehabilitation (Disabled) Recommendation, 1955 (No. 99).

A comprehensive study on the subject is being carried out; further details of the ILO's activities in this field can be found in Chapter III of this Report.

Technical Co-operation

Resolutions concerning Technical Co-operation

At its 51st (1967) Session the Conference adopted a resolution incorporating a series of conclusions on the ILO and technical co-operation which laid down guidelines relating to fields of priority, and to arrangements for the preparation, co-ordination, implementation and evaluation of programmes, as well as for the participation (taking account of national practice) of employers' and workers' organisations in ILO technical co-operation activities.

At its 52nd (1968) Session the Conference adopted a further resolution concerning the promotion of adequate national institutional arrangements, particularly the association of workers' and employers' organisations, in relation to technical co-operation activities of the ILO at national, regional and international levels. The resolution invited the Governing Body to request the Director-General to continue to examine and implement practical measures designed to encourage the close association and collaboration of workers' and employers' organisations with technical co-operation activities of the ILO, and to carry out a study and a survey in this connection. The Governing Body was urged to seek the co-operation of employers' and workers' organisations in a comprehensive evaluation programme of national and regional technical co-operation projects.

At its 170th (November 1967) Session and at its 177th (November 1969) Session respectively, the Governing Body authorised the Director-General to communicate the texts of these resolutions to the governments of member and non-member States participating in ILO technical co-operation activities, and through them to employers' and workers' organisations. In the case of the first resolution governments were requested to supply information on specific measures taken or contemplated to ensure the participation of employers' and workers' organisations in ILO-assisted technical co-operation projects. In the case of the second resolution, governments were asked to supply specific information and comments pertaining to the resolution as a whole, with particular reference to existing institutional arrangements at the national level for the association of employers' and workers' organisations with the preparation, administration and eventual evaluation of projects, and the utilisation of national training facilities for regional or sub-regional activities. Sixty-eight replies to the 1967 resolution and thirty-seven to the 1968 resolution were received, analysed in detail and submitted to the Committee on Operational Programmes at the 184th (November 1971) Session of the Governing Body.

The implementation of the conclusions included in the 1967 resolution has been facilitated by the process of decentralisation involving the transfer to the regional offices of expanded responsibilities, including responsibility for ensuring throughout their regions close and constant co-operation with governments, and employers' and workers' organisations. Full decentralisation to the Asian region was completed in January 1971 with the transfer to that region of full responsibility for the programming and management of technical co-operation activities. Plans are being made for similar decentralisation to other regions, beginning with Latin America. All decentralised personnel of the ILO, chiefs of projects and experts on individual assignment have been instructed to establish and maintain close contact with workers' and employers' organisa-

tions in the course of their duties; to keep them informed of the programmes under way; to seek their views on present and future projects; to organise visits in order to familiarise representatives of workers' and employers' organisations with the objectives and progress of various projects; and to consult with workers' and employers' organisations in preparing country briefs, which constitute one of the most important stages in the new procedures of country programming introduced by the UNDP.